

14.00 URBANIZATION ELEMENT INDEX

14.10 PURPOSE

14.20 BUILDABLE LANDS INVENTORY

14.21 Methods, definitions, and assumptions

14.22 Land base

14.23 Categorization of Land into Buildable Land Inventory (BLI) Classifications

14.24 Vacant Buildable Acres on Vacant and Partially Vacant Land

14.25 Developed Land: Infill and Redevelopment, and Lands That May be Used for a Mix of Residential and Employment Uses

14.30 SUMMARY OF LAND USE NEEDS

14.31 Residential land need

14.32 Non-residential land need (commercial and industrial)

14.33 Land needed for other uses (public and semi-public)

14.40 CAPACITY ANALYSIS

14.41 Overview of Capacity Analysis

14.42 Capacity Analysis Assumptions and Methods

14.43 Residential Capacity

14.44 Non-residential Capacity

14.45 Other Land Use Capacity (Public/Semi-Public)

14.50 COMPARISON OF LAND DEMAND AND SUPPLY

14.51 Residential

14.52 Non-residential

14.53 Other Uses (Public and Semi-Public)

14.54 Conclusions for All Uses

14.60 EFFICIENCY MEASURES

- 14.61 Land Use Efficiency Measures Requirement
- 14.62 Efficiency Measures Requirements for Grants Pass
- 14.63 Documentation of Land Deficiencies
- 14.64 Needed Measures
- 14.65 Observations of Historical Development
- 14.66 Evaluation of Current Land Use Efficiency Measures
- 14.67 Evaluation of New Land Use Efficiency Measures

14.70 FINDINGS

- Buildable lands inventory
- Land needs
- Capacity analysis
- Comparison of land demand and supply
- Efficiency measures

14.80 POLICIES

APPENDIX A. EFFICIENCY MEASURES INFORMATION AND ASSUMPTIONS

ADDENDUM 1

URBANIZATION ELEMENT

14.10 PURPOSE

Statewide planning Goal 14 (Urbanization) requires local comprehensive land use plans “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The purpose of the Urbanization Element is to meet the requirements of Goal 14 and the Goal 14 administrative rule (OAR 660-024). Goal 14 requires cities to establish and maintain urban growth boundaries for the purpose of providing land for urban development and separating urban and urbanizable land from rural land. It also requires UGBs be based on the adopted 20-year population forecast for the urban area. Moreover, the UGB must provide for needed housing, employment and other urban uses (e.g., public facilities, streets and roads, schools, parks and open space) over the 20-year planning period.

In addition, since Grants Pass has a population greater than 25,000, it is required to comply with ORS 197.296. The purpose of the Urbanization Element is also to meet the requirements of ORS 197.296 that pertain to Goal 14.

The Urbanization Element is also intended to comply with OAR 660-024-0040(2), which requires that a UGB analysis conducted in the manner of periodic review uses a 20-year planning period that commences on the date initially schedule for completion of the analysis. The most appropriate planning period for Grants Pass’ UGB analysis is the 2009 to 2029 period because the City intends to complete and adopt the UGB analysis in 2009.

The Urbanization Element has six parts: (1) the buildable lands inventory; (2) the summary of land use needs; (3) the capacity analysis; (4) the comparison of land supply and demand that identifies the buildable land deficit; (5) land use efficiency measures; and (6) findings . The inventory and analysis is a comprehensive review of all land within the Grants Pass UGB as of September 2008. The analysis provides estimates of the amount of buildable land needed for housing, employment, and other urban uses within the Grants Pass UGB for the 2009 to 2029 period.

The remainder of this chapter is organized as follows:

- **Section 14.20** presents the buildable lands inventory for Grants Pass.
- **Section 14.30** summarizes land need in Grants Pass, including need for residential land, non-residential land, and public and semi-public land,
- **Section 14.40** presents the capacity analysis for Grants Pass

- **Section 14.50** presents the comparison of the 20-year demand for land needs and the current capacity of the Grants Pass UGB
- **Section 14.60** presents current and new land use efficiency measures
- **Section 14.70** identifies the key findings of this chapter for urbanization in Grants Pass.
- **Section 14.80** identifies the policies related to efficiency measures the City will need to adopt prior to or concurrent with a UGB expansion.
- **Appendix A** provides more detailed information about efficiency measures, assumptions, and examples.

14.20 BUILDABLE LANDS INVENTORY

The buildable lands inventory is intended to identify lands that are available for development within the Grants Pass Urban Growth Boundary (UGB). The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends, in part, on the density of development.

This section presents the buildable lands inventory for the City of Grants Pass. The results are based on analysis of Geographic Information System data provided by City of Grants Pass GIS and Josephine County Assessment data. The analysis also used aerial orthophotographs and review by city staff for verification. The inventory is current as of September 2008.

14.21 Methods, Definitions, and Assumptions

The buildable lands inventory includes all lands within the Grants Pass UGB. The first step in the buildable lands inventory is to develop working definitions and assumptions. Land was initially classified using a rule-based methodology. The rules applied to classify land are described below. Other adjustments are made based on property specific information such as approved land use applications. For example, the capacity of land with a subdivision approval that has not already built out is based on the specific subdivision approval rather than the rule-based formula used to assign capacity to other lands.

The accompanying maps show the results of the application of those rules, with some adjustments made based on review of aerial photos and building permit data. ORS 197.296(4) specifies that, except for land that may be used for residential infill or redevelopment, the city must create a map or document to verify and identify specific lots or parcels that have been determined to be buildable lands. Figures 14.20.1, 14.20.2, and 14.20.3 are maps that show lands within the Grants Pass UGB by plan designation, tax lots by classification, and vacant and partially vacant lands by plan designation.

The inventory is governed by applicable state law. ORS 197.296(4) specifies that the definition of “buildable lands” for residential use includes:

- Vacant lands planned or zoned for residential use;
- Partially vacant lands planned or zoned for residential use;
- Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and
- Lands that may be used for residential infill or redevelopment.

However, for residential uses, the statutes and administrative rules do not define these terms, other than “redevelopable land” in OAR 660-008-0005. Further, OAR 660 Division 24 does not clearly describe the relationship between infill, redevelopment, partially vacant lands, vacant lands, and buildable lands. Some of these terms are implicitly defined in the OAR 660-024-0050(2) safe harbor standards, but these aren’t available to Grants Pass or other cities subject to ORS 197.296.

Therefore, in classifying lands under these different categories, Grants Pass has had to develop working definitions for these terms. Those are explained and provided in this Section.

To define “vacant”, “partially vacant”, and lands for “infill” and “redevelopment”, Grants Pass defined these classifications based on the same thresholds used for the safe harbor standards in OAR 660-024-0050(2), ***but used these thresholds in a more inclusive manner.***

The safe harbor provisions address “assumptions to inventory the capacity of buildable lands” and pertain to “infill capacity”, “buildable land”, and lands that may be considered “fully developed.”

Subsection (a) of the safe harbor addresses partially vacant lots over one-half acre with a dwelling and allows the assumption that the first quarter acre is developed and unavailable for development. It considers the remaining vacant portion of the property to be buildable land with “infill potential”. Section (b) of the safe harbor allows the assumption that lands of less than one-half acre with a dwelling are “fully developed” and are not included in the inventory. The safe harbor considers the “fully developed” portions of partially vacant lots to have no infill capacity. The safe harbor considers the “vacant” portions of partially vacant lots to have “infill potential.”

Grants Pass used these thresholds to distinguish between the vacant and partially vacant lands inventoried in Step 1 of the analysis from the developed lands or portions of lands that are identified as having infill and/or redevelopment potential in Step 2 of the analysis. Vacant lands and the vacant portions of partially vacant lands are considered “vacant” for Step 1. Developed lands and developed portions of “partially vacant” lands determined to have infill and/or redevelopment potential are inventoried in Step 2. ***This approach is more inclusive, since the safe harbor assumes lands below a certain threshold have no infill potential, whereas Grants Pass assumes they do.***

With respect to residential lands, OAR 660-008-0005 provides the following definitions:

(2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;
- (b) Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;
- (c) Has slopes of 25 percent or greater;
- (d) Is within the 100-year flood plain; or
- (e) Cannot be provided with public facilities.

OAR 660-008-0005 also defines redevelopable land for residential use:

(6) "Redevelopable Land" means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.

The above definitions in ORS 197.296 and OAR 660-008 apply only to residential lands. OAR 660-009 provides the following definitions for employment land:

(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.¹

(14) "Vacant Land" means a lot or parcel:

- (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or
- (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.

The Grants Pass buildable land inventory uses a more inclusive definition of vacant land for employment uses. It applies the same criteria used for all vacant land (see definitions below) and as such includes lots less than one-half acre. Partially vacant lots designated for employment were classified for all lots greater than 0.5 acre using the methods described below.

¹ This definition applies to lands designated for employment and is confusing in that the terminology is inconsistent with the definition of redevelopable land in OAR 660-008-0005(6). For the purpose of consistency, the Urbanization Report refers to all lands with redevelopment potential as "redevelopable" and all lands that are considered committed (e.g., not redevelopable) as "developed."

This chapter provides the inventory in two steps: (1) inventory of vacant and partially vacant lands, and (2) inventory of lands that may be used for infill and redevelopment.

Sections 14.22 through 14.24 include the inventory of vacant and partially vacant lands planned or zoned for residential use.

Section 14.25 discusses the inventory of lands that may be used for residential infill or redevelopment. These are typically developed tax lots, or the developed portions of partially vacant tax lots. Consistent with ORS 197.296, this portion of the residential land inventory does not include a map or document for specific lots or parcels, but rather provide an inventory about these lands based on certain parcel characteristics and policy assumptions. Section 14.25 also discusses the inventory of lands that may be used for a mix of residential and employment uses under the existing planning or zoning. This is addressed further in Section 14.60.

The buildable lands inventory began with a tax lot database provided by the City's Community Development Department. The tax lot database was current as of September 2008. The inventory builds from the tax lot-level database to estimates of buildable land by plan designation.

A key step in the buildable lands inventory was to classify each tax lot into a set of mutually exclusive categories. Consistent with the *DLCD Residential Lands Workbook*, as well as applicable statutes and administrative rules, all tax lots in the UGB are classified into one of the following categories.

Development Status

- *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, residential lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes).

Except as described in this paragraph, for industrial and other employment lands, the OAR 660-009-0005(14) definitions are used: "Vacant Land" means a lot or parcel: (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. Vacant commercial and industrial land also includes tax lots smaller than 0.5 acre that are vacant—an assumption that is more inclusive than the rule requires. Lots with pre-existing development but some vacant area were classified as partially vacant, as described below.

- *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without need of rezoning. As addressed at the beginning of this Section, for residential use, this classification is based on the thresholds in OAR 660-024-0050(2), but uses these thresholds in a more inclusive manner.

Partially vacant residential tax lots must be at least 0.5 acre in area. Lots smaller than 0.5 acres occupied by a use but which contain enough land to be further subdivided without need of rezoning are not classified as partially vacant but are addressed in Section 14.60, Efficiency Measures. The inventory used the half-acre threshold as a preliminary

indicator for partially-vacant land, and then reviewed improvement values, aerial photos, and building footprints to verify lands classified as partially-vacant. Commercial and industrial parcels are considered partially vacant if they have an existing structure and more than 0.5 acre of vacant land. Partially vacant commercial and industrial tax lots must be at least 0.5 acre in area and were identified by analysis of GIS data, aerial photographs, building footprints, and fieldwork.

- *Developed land.* Lands not classified as vacant, partially-vacant or public/semi-public are considered developed. Some developed properties allocated unbuildable areas, such as wetlands, to a separate tax lot. For purposes of classification, these are identified in the tables in this Section as “Developed Constrained” rather than “Unbuildable”. This is only to facilitate the technical analysis of infill and redevelopment potential in Section 14.60. Developed land is further analyzed for infill and redevelopment potential in Section 14.60. When the term “built or committed” is used in this Section it refers to the development status, with the same meaning as “developed.”
- *Public and semi-public land.* Lands in public ownership are generally considered unavailable for development. See Section 14.26 for further discussion of what this means and how Grants Pass addressed this. This includes lands in Federal, State, County, or City ownership. Lands in semi-public ownership (e.g., churches and other semi-public organizations) are classified using the same rules as other lands (e.g., the rules above). Public and semi-public lands were identified using the Josephine County Assessment property tax exemption codes (lands with property classifications in the 900s are tax exempt and considered public or semi-public). The determination of whether a tax lot is public or semi-public was then made by reviewing ownership of the exempt tax lots. As described in subsequent sections, some public land needs are allocated to be met as part of the employment land need, while others are allocated to other lands.

The buildable lands inventory also uses the following classifications for lands with development constraints which preclude development or reduce the efficiency of buildable acres. These areas are considered either unbuildable (e.g., fully constrained with no development potential), or constrained (e.g., lands with constraints that may reduce development density or require additional permitting steps but do not preclude development).

Constraint Status

- *Unbuildable (fully constrained).* For purposes of the inventory, lands within FEMA designated floodways and wetlands are considered unbuildable and are assigned no development capacity. As described above under “Developed Land”, this does not include some privately owned wetland lots in subdivisions which are classified as “developed constrained.”
- *Constrained (capacity is partially constrained).* Lands that have slopes over 25% are considered constrained. These lands are included in the inventory based on development standards in Grants Pass which allow for development in these areas. This is a more inclusive approach than required by the definition of “buildable land” in 660-008-

0005(2) which allows lands with slopes over 25% to be excluded from the buildable lands inventory.

Constrained lands are given 50% of the development capacity of unconstrained lands for reasons described below. The assumed average density for the LR plan designation for the planning period is 5.6 du/net acre. Therefore, the 50% assumption results in an assumed density in >25% slope averaging 2.8 du/net acre, compared to 1.77 du/net acre for the historic analysis period.

Analysis of historic development shows that development in more steeply sloped areas occurred at approximately 50% of the capacity of lands without slope constraints, as documented in the comparison table below. Assessor's data was reviewed to identify developed tax lots with all or part of the lot in slope >25%. Properties in areas with >25% slope have plan designation of LR, Low-Density residential. The data shows that for the period from 1999-2006, historic development in areas with >25% slope occurred at approximately 51% of the density of all development within the same LR plan designation. The assumed ratio used in the buildable lands inventory for development in areas of >25% slope compared to all areas is 50%.

COMPARISON OF DEVELOPMENT DENSITY IN SLOPED AREAS AND ALL AREAS

LR >25% Slope (Assessor's Yr BIt Data, 1999-2006)		All LR (Table 9.30.4, 1999-2006)		Comparison of Development Density Slope/All %		
a	DUs	357		g	Historic (c/f):	51%
b	Acres	202		h	Assumed Future:	50%
c	DU/Net Acre (a/b)	1.77		i	Difference (g-h)	1%
			d	DUs	1,107	
			e	Acres	314	
			f	DU/Net Acre (d/e)	3.5	

There are a number of factors that influence the density of development in areas with slopes, leading to this reduction in capacity compared to other lands without these slopes.

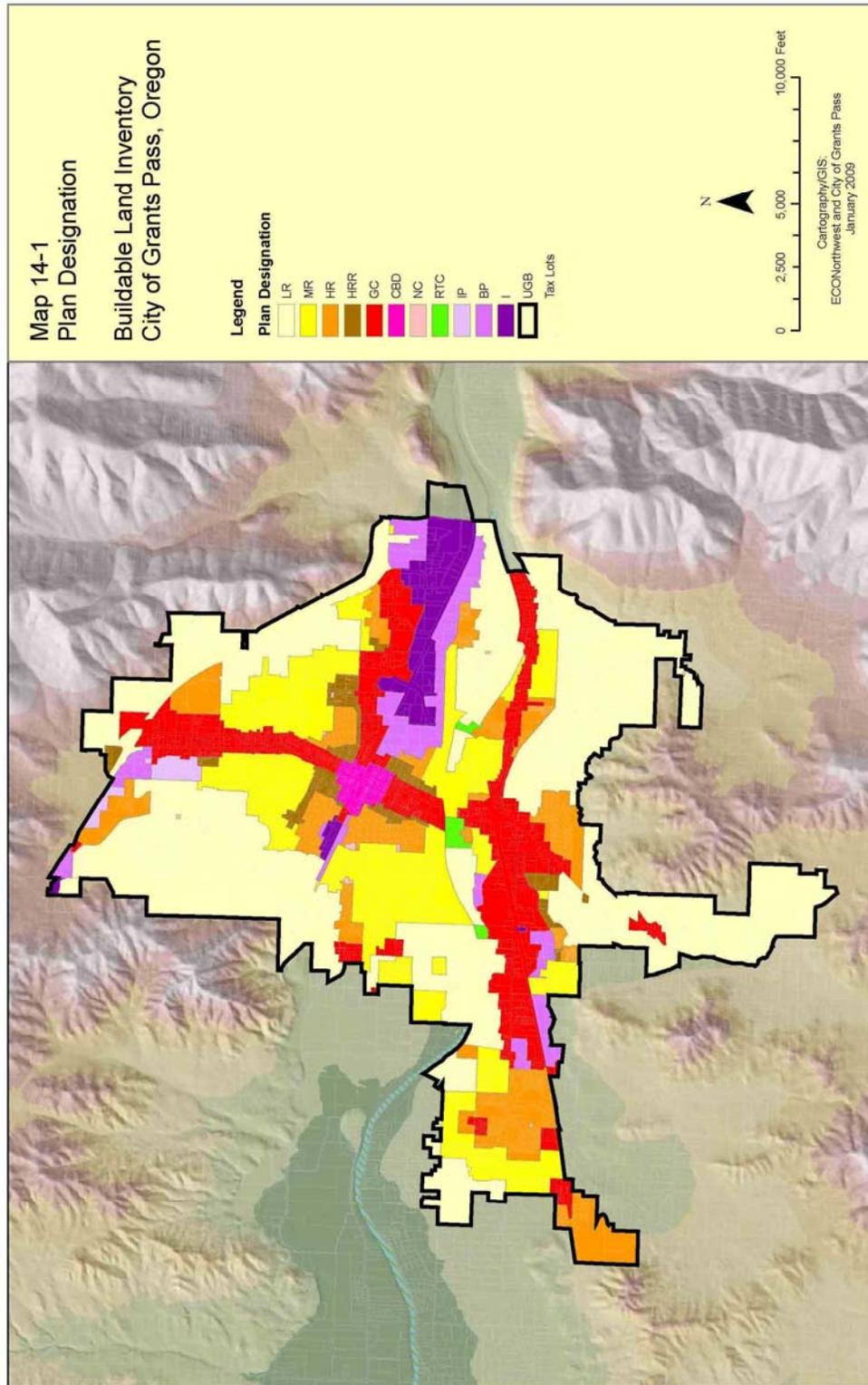
- In areas of moderate slopes (15-25%) and steep slopes (greater than 25%), the Development Code provides special development standards, including those which limit the extent of cut and fill and the associated percent of slope resulting from cut and fill and site disturbance.
- Access standards also limit the grade of streets and allow adequate access for fire apparatus, which can affect the density of development in steeply sloped areas.
- While the Development Code also contains hillside street standards that allow narrower streets in order to limit cut and fill, there are, however, issues in sloped areas associated with utility easements, slope easements, and inefficiencies related to street and utility layout that aren't encountered in flatter areas.
- Lots in more steeply sloped areas have typically been developed with a residential pad and/or pilings closer to the road, with the more steeply sloped portions of the sites further upslope or downslope from the road retained in an undisturbed condition. In some cases, more steeply sloped ravine areas have been preserved as public open space.

- Building height limitations also limit the extent to which a structure can be built on piers without more involved terracing of the structure. In addition, sites are often configured to maintain views in a manner where the downslope lots don't obstruct views from upslope lots.
- Section 403.1.9 of the Oregon Residential Specialty Code also addresses development in sloped areas, including building clearances from ascending slopes (to provide protection from slope drainage, erosion, and shallow failures) and footing setbacks from descending slopes (to provide vertical and lateral support for the footing without detrimental settlement).

Development and Constraint Status

When the term “unavailable for development” is used in this Section, it is shorthand and can refer to development status and/or constraint status. It means developed, unbuildable, or public. This is used for the purpose of identifying and describing buildable acres on vacant and partially vacant lands. However, lands which are described as developed or public in this Section that have infill or development capacity are addressed in Section 14.60.

Figure 14.20.1. Plan designation, Grants Pass UGB



14.22 Land Base

Table 14.20.1 shows acres within the Grants Pass UGB and city limits in 2008. According to the City GIS data, Grants Pass had about 8,554 acres within its UGB. Of the 8,554 acres, 6,945 acres (about 81%) were in tax lots. Acres not in tax lots were primarily in streets, railroad, and waterways (particularly the Rogue River). In 2008, Grants Pass had about 7,030 acres within its City Limits; of these 5,666 acres (about 81% of total acres in the City Limit) were in tax lots. Additionally, the City has about 1,525 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 1,279 acres are in tax lots.

**TABLE 14.20.1
ACRES BY IN GRANTS PASS
UGB and City Limit, 2008**

Area	Tax Lots	Total Acres	Acres in Tax Lots	Percent in Tax Lots
City Limits	13,755	7,030	5,666	81%
UGA	1,269	1,525	1,279	84%
Total	15,024	8,554	6,945	81%

Source: City of Grants Pass GIS data, September 2008; analysis by ECONorthwest

Table 14.20.2 summarizes acres by plan designation for lands within the Grants Pass UGB. The results show that about 76% of the land in the Grants Pass UGB is designated for residential use. About 15% is designated for commercial use, while 8% is designated for industrial uses.

**TABLE 14.20.2
ACRES BY PLAN DESIGNATION
Grants Pass UGB, 2008**

Plan Designation	Title	Tax Lots	Acres in Tax Lots	Percent of Acres
Commercial				
GC	General Commercial	1,280	940	14%
NC	Neighborhood Commercial	25	6	0%
CBD	Central Business District	255	50	1%
RTC	Riverfront Tourist Commercial	15	24	0%
Subtotal		1,575	1,019	15%
Industrial				
I	Industrial	107	298	4%
IP	Industrial Park	28	54	1%
BP	Business Park	220	298	4%
Subtotal		355	650	9%
Residential				
LR	Low Density Residential	6,004	3,104	45%
MR	Moderate Density Residential	4,908	1,332	19%
HR	High Density Residential	1,715	691	10%
HRR	High Rise Residential	467	148	2%
Subtotal		13,094	5,276	76%
Total		15,024	6,945	100%

Source: City of Grants Pass GIS data September 2008; analysis by ECONorthwest

Note: percentages may not total due to rounding errors.

14.23 Categorization of Lands into Buildable Land Inventory (BLI) Classifications

The next step in the buildable land inventory is to categorize lands in the mutually exclusive BLI classifications described in Section 14.21: vacant, partially vacant, developed, and public/semi-public and identify the acres in each classification. For each category, the development and natural feature constraints described in Section 14.21 (portions unavailable for development and portions that have constraints which reduce the efficiency of buildable acres) are also calculated. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical or regulatory constraints (in this instance floodway or wetlands). Areas with constraints which reduce the efficiency of buildable acres are those with slopes over 25%, which are given 50% of the development capacity of unconstrained lands based on the information provided in Section 14.21.

This information will be used in determining the capacity of vacant and partially vacant residential land in Section 14.40 and in determining capacity and formulating infill and redevelopment strategies for developed land and developed portions of partially vacant land in Section 14.60.

Table 14.20.3 shows total tax lots by plan designation by development and constraint status. The results show about 77% of the vacant buildable acres on vacant or partially vacant properties in the Grants Pass UGB is zoned for residential uses. Figures 14.20.2 and 14.20.3 show the location of vacant and partially vacant acres by plan designation.

**TABLE 14.20.3
TOTAL TAX LOTS AND ACRES BY PLAN DESIGNATION
WITH ACRES BY DEVELOPMENT AND CONSTRAINT STATUS
Grants Pass UGB, 2008**

Plan Designation	Title	Tax Lots	Total Acres	Developed Acres			Buildable Acres		
				Developed Acres	Developed Const. Ac	Unbuildable Acres	Const. Acres	Unconst. Acres	% of Total Buildable
Commercial									
GC	General Commercial	1,279	934	780	5	15	7	128	9%
NC	Neighborhood Commercial	25	6	5	0	0	0	1	0%
CBD	Central Business District	255	50	48	0	0	0	2	0%
RTC	Riverfront Tourist Commercial	15	24	13	0	4	0	6	0%
HRR-Office	HRR Committed to Office	1	5	0	0	1	0	22	
	Subtotal	1,575	1,019	846	5	21	7	158	11%
Industrial									
I	Industrial	107	298	159	0	8	0	130	8%
IP	Industrial Park	28	54	34	0	1	0	19	1%
BP	Business Park	220	298	217	0	9	0	72	5%
	Subtotal	355	650	410	0	18	0	222	14%
Residential									
LR	Low Density Residential	6,004	3,104	1,770	241	179	251	663	59%
MR	Moderate Density Residential	4,908	1,332	1,144	4	68	0	117	8%
HR	High Density Residential	1,715	691	514	28	23	7	119	8%
HRR	High Rise Residential	449	126	125	0	0	0	1	0%
GC-Res	GC Committed to Residential	18	22	0	0	0	0	4	0%
	Subtotal	13,094	5,276	3,553	273	270	259	903	75%
	Total	15,024	6,945	4,809	277	310	266	1,283	100%

Source: City of Grants Pass GIS data September 2008; analysis by ECONorthwest

Note: Developed constrained acres is a separate category from developed acres. Developed Constrained Acres are fully constrained acres such as wetlands within existing developments that had separate tax lots allocated to the wetland property.

Note: Constrained Buildable Acres in this table refers only to slopes over 25%.

This sum of acreage does not reflect its distribution among different tax lots. “Remnant” acreage on one tax lot can’t be allocated to another tax lot when calculating capacity, so total acreage alone cannot be used to calculate capacity. Therefore, in determining capacity, it is necessary to consider acreage in relation to the existing lot size and configuration as well as constraint status. The residential capacity calculations in this Chapter are based on actual lot sizes and calculations. Table 14.20.6 give a better idea of distribution of the acreage by lot size ranges.

Table 14.20.4 shows acres by BLI classification and constraint status for the Grants Pass UGB in 2008. Analysis by constraint status (the table columns) shows that about 4,809 acres were classified as built or committed (e.g., unavailable for development on buildable acres of vacant and partially vacant land), 587 were unbuildable in some manner (e.g., developed constrained

acres, or unbuildable acres), 266 are buildable constrained acres, and 1,283 were vacant and unconstrained. In total, Grants Pass had 1,549 buildable acres in 2008.

**TABLE 14.20.4
TOTAL TAX LOTS AND ACRES BY BLI CLASSIFICATION
WITH ACRES BY DEVELOPMENT AND CONSTRAINT STATUS
Grants Pass UGB, 2008**

Classification	Number of		Developed Acres			Buildable Acres	
	Tax Lots	Total Acres	Developed Acres	Developed Const Ac	Unbuildable Acres	Constrained Acres	Unconstrained Acres
Developed	12,884	4,248	3,852	218	178	0	0
Public	413	908	798	59	51	0	0
Partially Vacant	552	874	159	0	38	51	626
Vacant	1,175	914	0	0	43	215	657
Subtotal	15,024	6,945	4,809	277	310	266	1,283
Total Acres by Buildable Status			4,809		587	1,549	
Total Developed/Buildable Acres		6,945				5,397	1,549

Source: City of Grants Pass data September 2008; analysis by ECONorthwest

Note: Developed constrained acres is a separate category from developed acres. Developed Constrained Acres are fully constrained acres such as wetlands within existing developments that had separate tax lots allocated to the wetland property.

Note: Constrained Buildable Acres in this table refers only to slopes over 25%.

14.24 Vacant Buildable Acres on Vacant and Partially Vacant Land

This part of the inventory provides more detailed information about the lands categorized as vacant and partially vacant.

Table 14.20.5 summarizes vacant and partially vacant land by development and constraint status. The data show that about 240 acres within vacant or partially vacant tax lots are unavailable for new development (e.g., they are either developed or fully constrained portions of partially vacant lots, or unbuildable) but some of the developed acres may be suitable for infill or redevelopment, which is addressed in Section 14.60. This leaves about 1,549 vacant buildable acres on vacant and partially vacant lands within the UGB. Of the vacant buildable acres, 266 acres are constrained by slopes over 25% and 1,283 are unconstrained.

**TABLE 14.20.5
VACANT AND PARTIALLY VACANT LAND
WITH ACRES BY DEVELOPMENT AND CONSTRAINT STATUS
Grants Pass UGB, 2008**

Classification	Number of Tax Lots	Total Acres	Developed Acres			Buildable Acres	
			Developed Acres	Developed Const Ac	Unbuildable Acres	Constrained Acres	Unconstrained Acres
Partially Vacant	552	874	159	0	38	51	626
Vacant	1,175	914	0	0	43	215	657
Subtotal	1,727	1,788	159	0	81	266	1,283
Total Acres by Buildable Status			159		81		1,549
Total Developed/Buildable Acres		1,788			240		1,549

Source: City of Grants Pass GIS data September 2008; analysis by ECONorthwest

Note: Developed constrained acres is a separate category from developed acres. Developed Constrained Acres are fully constrained acres such as wetlands within existing developments that had separate tax lots allocated to the wetland property.

Note: Constrained Buildable Acres in this table refers only to slopes over 25%.

Figure 14.20.2. Land by Classification, Grants Pass UGB

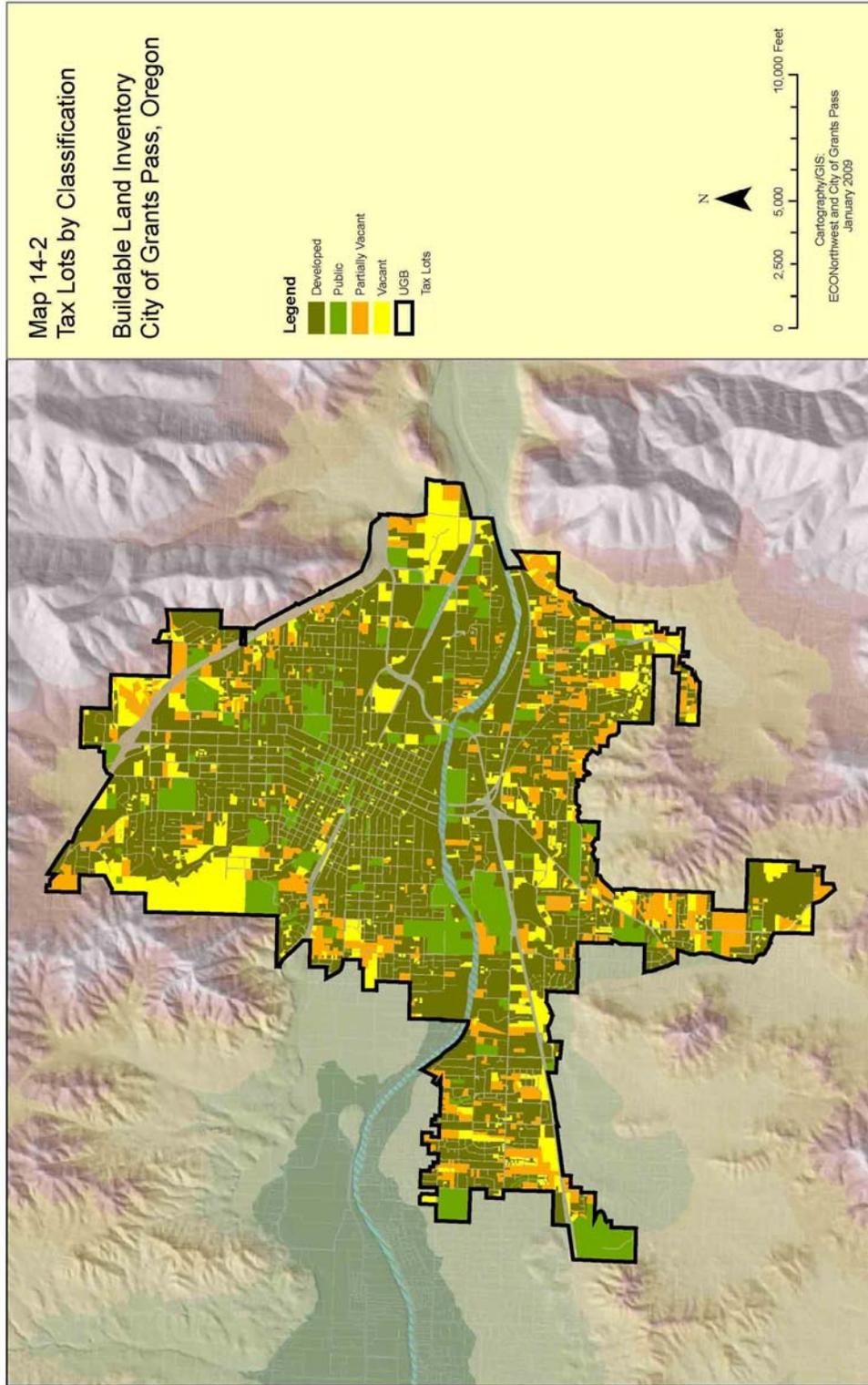


Figure 14.20.3. Vacant and Partially Vacant Lands

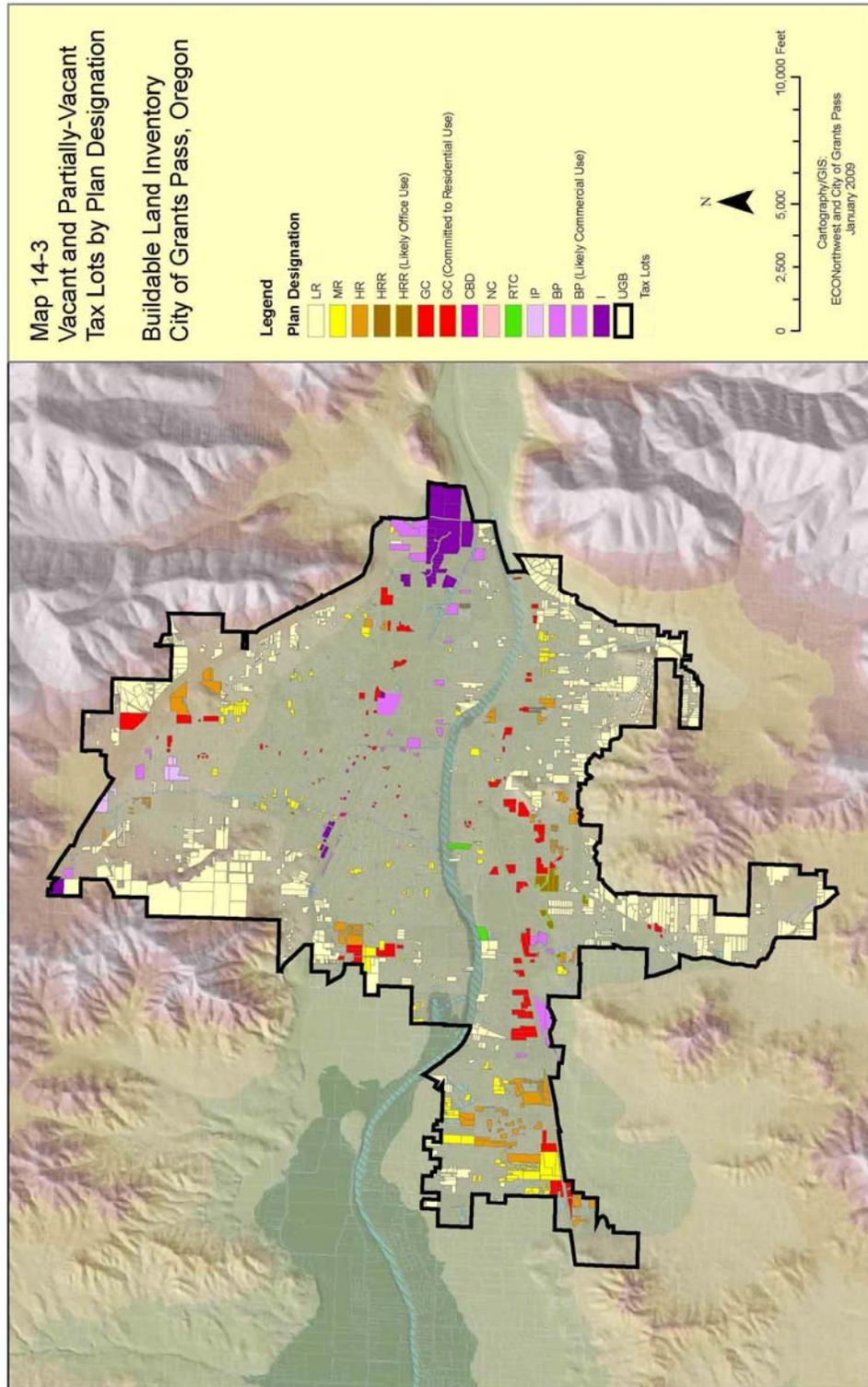


Table 14.20.6 shows buildable acres (constrained buildable and unconstrained buildable as shown in Table 14.20.5) of vacant and partially vacant lands by plan designation by parcel size. This analysis is useful in that it shows the distribution of buildable acres by parcel size, which allows an evaluation of whether a sufficient mix of parcels by size is available. This is especially important for determining mix of parcel sizes for uses which have specific parcel size requirements, typically related to larger parcels for certain commercial and industrial uses. The distribution of buildable land by parcel size varies by plan designation, with the results showing the City has very few parcels (5) over 20 vacant buildable acres—and no parcels over 50 buildable acres.

**TABLE 14.20.6
 BUILDABLE ACRES IN VACANT AND PARTIALLY VACANT TAX LOTS BY PLAN
 DESIGNATION AND PARCEL SIZE
 Grants Pass UGB, 2008**

Zone	Lot Size (Unconstrained and Constrained Buildable Acres)									Total
	<0.25	0.25-0.49	0.50-0.99	1.00-1.99	2.00-4.99	5.00-9.99	10.00-19.99	20.00-50.00	50+	
Buildable Acres										
Commercial										
GC	5.4	7.7	21.8	44.2	46.0	9.7	0.0	0.0	0.0	134.8
NC	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5
CBD	1.4	0.0	0.7	0.0	0.0	0.0	0.0	0.0	0.0	2.0
RTC	0.0	0.0	0.0	2.9	2.8	0.0	0.0	0.0	0.0	5.7
HRR - Office	1.8	0.5	1.8	3.2	14.6	0.0	0.0	0.0	0.0	21.8
Subtotal	9.0	8.3	24.2	50.3	63.4	9.7	0.0	0.0	0.0	164.9
Industrial										
I	0.8	1.1	7.2	11.7	18.2	26.6	38.6	25.8	0.0	130.0
IP	0.0	0.0	1.0	2.9	8.9	6.7	0.0	0.0	0.0	19.5
BP	3.2	1.5	5.2	6.4	34.8	21.2	0.0	0.0	0.0	72.2
Subtotal	4.0	2.6	13.4	20.9	61.9	54.5	38.6	25.8	0.0	221.7
Residential										
LR	44.0	81.3	111.8	162.2	246.5	70.3	87.2	111.0	0.0	914.1
MR	16.8	17.2	26.5	21.3	29.8	5.6	0.0	0.0	0.0	117.2
HR	23.2	9.2	14.0	23.1	25.2	30.9	0.0	0.0	0.0	125.6
HRR	1.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.1
GC - Res.	0.0	0.0	0.0	0.0	3.7	0.0	0.0	0.0	0.0	3.7
Subtotal	85.1	107.7	152.3	206.6	305.3	106.8	87.2	111.0	0.0	1161.9
Total Acres	98.2	118.6	189.8	277.8	430.6	171.0	125.8	136.8	0.0	1548.5
Number of Tax Lots										
Commercial										
GC	49	21	29	31	14	1	0	0	0	145
NC	5	0	0	0	0	0	0	0	0	5
CBD	13	0	1	0	0	0	0	0	0	14
RTC	0	0	0	2	1	0	0	0	0	3
HRR - Office	9	1	2	2	4	0	0	0	0	18
Subtotal	76	22	32	35	19	1	0	0	0	185
Industrial										
I	4	3	10	9	6	3	3	1	0	39
IP	1	0	1	2	3	1	0	0	0	8
BP	23	4	8	4	10	3	0	0	0	52
Subtotal	28	7	19	15	19	7	3	1	0	99
Residential										
LR	273	238	159	112	78	11	8	4	0	883
MR	138	45	37	15	10	1	0	0	0	246
HR	227	25	20	17	9	4	0	0	0	302
HRR	11	0	0	0	0	0	0	0	0	11
GC - Res.	0	0	0	0	1	0	0	0	0	1
Subtotal	649	308	216	144	98	16	8	4	0	1443
Total Tax Lots	753	337	267	194	136	24	11	5	0	1727
Percent of Total										
Buildable Acres	6%	8%	12%	18%	28%	11%	8%	9%	0%	100%
Tax Lots	44%	20%	15%	11%	8%	1%	1%	0%	0%	100%

Source: City of Grants Pass GIS data; analysis by ECONorthwest

14.25. Developed Land: Infill and Redevelopment, and Lands That May be Used for a Mix of Residential and Employment Uses

ORS 197.296 requires the buildable lands inventory to include lands that may be used for a mix of residential and employment uses under the existing planning or zoning and lands that may be used for residential infill or redevelopment. OAR 660-009-0005(1) defines “non-vacant” lands designated for employment use that are likely to be redeveloped during the planning period. Infill and redevelopment potential is evaluated for both residential and employment land in Section 14.60.

Urbanization includes not only development on the buildable acres of vacant and partially vacant tax lots, but also consideration of strategies for more efficient use of underutilized developed land through infill and/or redevelopment.

In summary, the demand for buildable acres of vacant and partially vacant tax lots designated for employment use can be reduced through infill and redevelopment opportunities on developed land or developed portions of partially vacant land. In addition, demand for both residential and employment land may be reduced through mixed-use development, infill, and/or redevelopment.

Since Grants Pass has very flexible zones that allow for a variety of housing types and densities within nearly every plan designation and provides numerous zones that allow for mixed use development, a lot by lot inventory of lands that may be used for infill and redevelopment would be almost meaningless without consideration of the policy context.

Therefore, after calculation of the baseline capacity analysis of buildable acres on vacant and partially vacant parcels in this Section as a first step in the analysis, infill and redevelopment assumptions are calculated as a second step along with other efficiency measures in Section 14.60 of this Chapter. In that section, adjustments are made to the baseline capacity of vacant and partially vacant lands to reflect this.

ORS 197.296(4)(a) requires the buildable lands inventory to include vacant land, partially vacant land, and land that may be used for infill and redevelopment. In addition, ORS 197.296(9) specifies that actions and measures necessary to “demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types to meet the housing needs over the next 20 years” specified in ORS 197.296(7) include redevelopment and infill strategies.

As described in the methodology in Section 14.21, the buildable lands inventory is provided in two steps: (1) inventory of vacant and partially vacant lands, and (2) inventory of lands that may be used for infill and redevelopment.

Section 14.60 addresses “both sides of the balance sheet” (supply and demand) for developed lands that may be used for infill and redevelopment. First, it adds acreage for developed lands that may be used for infill and redevelopment based on the efficiency measures policies. Second, it assigns capacity to those lands. Some of the demand assigned to the capacity of vacant and partially vacant land in the UGB or to new acres needed in the UGB - in the first step - is then reallocated to the developed acreage that has infill and redevelopment capacity, which

thereby reduces demand on the vacant portions of vacant and partially vacant lands in the UGB or new lands to be brought into the UGB.

14.26 Public/Semi-Public Lands

Public lands are identified in Table 14.20.4. This was a mutually exclusive “development status” category in the inventory, and therefore, these are not included in the inventory of vacant and partially vacant lands. Lands in semi-public ownership (e.g., churches and other semi-public organizations) are classified using the same rules as other lands.

OAR 660-008-0005(2) states, “Publicly owned land is generally not considered available for residential uses.” The City contacted public landowners to obtain information about availability of public lands for residential uses. The results are summarized below. The City queried the Assessor’s Database to identify public agencies which own land within the Grants Pass UGB, and those agencies were then contacted and asked to complete a questionnaire. Except as otherwise noted, public lands are classified as unavailable for residential development. If some of the additional demand for public land needs can be met on any of these acres, this is addressed in Section 14.60.

City of Grants Pass. One 1.89 acre R-4 zoned property is for sale near the hospital. There is no obligation that it be developed with residential use. Most of the R-4 property has been used for office use in the area. The City R-4 property has already been accounted for in the buildable lands inventory as buildable land allocated to office use. Map 14-3 shows this property as “HRR (Likely Office Use)”. This is also shown in the inventory in Table 14.20.3 under HRR-Office Use.

Josephine County. Josephine County is in the process of developing a facilities plan. That plan is expected to be completed in about a year (from September 2009). They are evaluating options for properties at three general locations: the fairgrounds area, the courthouse area, and the Dimmick area. They do not have any residentially zoned property at the fairgrounds. It is possible that the facilities plan could recommend consolidation of facilities at the Dimmick location or courthouse location, but this is uncertain, and the facilities plan is incomplete. Most properties in both locations are developed with buildings and associated parking areas. It is possible that some of these properties could be used for county facilities or disposed of for other uses, but there is currently no recommendation. The only properties currently vacant in the courthouse area are two properties zoned CBD, each 0.11 acres, totaling 0.22 acres. The only properties currently vacant in the Dimmick area are two properties zoned R-1-6, each 0.32 acres, totaling 0.64 acres. Other properties developed with parking lots could potentially be developed for other purposes, but this is unsure. Given the uncertainties of the results of the facilities plan, for purposes of the Buildable Lands Inventory, the residentially-zoned lands are not considered available for residential development.

Grants Pass School District 7. School District 7 is unsure whether any of the residentially-zoned properties they own would be available for residential development during the planning period. A list of properties notes that potential development properties are currently used as parks.

Three Rivers School District. Three River School District owns two properties within the UGB. One is zoned GC by the Fairgrounds. The other property is residentially zoned and won't be sold. It is the site of the new Fruitdale Elementary School.

Rogue Community College. RCC responded to the questionnaire and currently has no plans to sell or develop residentially-zoned property for residential use.

State of Oregon. Individual state agencies and departments have responsibility for management and disposition of public lands. Where ownership is only listed as "State of Oregon", the Department of State Lands (DSL) reviewed their master property database to provide information regarding the state agency responsible for those lands and provided that information to the City. Of properties listed only as "State of Oregon", DSL noted they are all managed by the Oregon Department of Transportation (ODOT) or the Oregon Youth Authority (OYA) and are addressed below. The following list includes all state agencies that own or manage state-owned lands within the Grants Pass UGB.

Oregon Department of State Lands. The Department of State Lands does not own properties within the Grants Pass UGB.

Oregon Department of Transportation (ODOT). ODOT currently has one property for sale within the Grants Pass UGB. It is a 0.19 acre parcel (approximately 8,276 square feet) zoned R-1-8, developed with a single-family dwelling. If not publicly owned, this property would have been classified as "developed" in the buildable lands inventory.

The only other residentially-zoned properties include a 0.02 acre R-1-8 property adjacent to the I-5 right-of-way and a 0.07 acre R-3 property adjacent to the South Y right-of-way, for a total of 0.09 acres. No other properties owned or managed by ODOT have residential zoning. ODOT responded to the questionnaire and noted that they currently have no plans to develop any of the residential properties they own or manage (this would be the 0.09 acres), and they are unsure whether these will be sold or developed for residential use during the next 20 years.

Oregon Youth Authority (OYA). Properties owned by the Oregon Youth Authority are zoned Industrial, and are not available for residential development.

United States

USA BLM O&C. The BLM owns approximately 42 acres of property zoned R-1-12. BLM responded to the questionnaire and currently has no plans to sell or develop residentially-zoned property for residential use.

USA/USA Post Office. Two properties are owned by the post office on 6th Street. These properties are zoned CBD and are the site of the current post office. The US Post Office does not have any properties with residential zoning. Therefore, they were not contacted.

14.30 SUMMARY OF LAND USE NEEDS: 2009-2029

This section summarizes from data and analysis presented in the Population, Housing, and Economic Elements. Chapter 6 of the Comprehensive Plan, the Population Element, described the population forecast. Chapter 8, the Economic Element, described the employment forecast and land needed for employment. Chapter 9, the Housing Element, described housing and residential land needs.² The following sections summarize the estimates of land needed for residential uses (14.31), land needed for employment uses (14.32), and land needed for other uses (14.33).

Note that the land needs described in this section are for the period 2009 to 2029. The analysis for land need in Chapter 8, the Economic Element, and Chapter 9, the Housing Element, used a planning period of 2007 to 2027 because both were initiated in 2007. The land demand in this section used all the same assumptions used in Chapters 8 and 9 but updated the population and employment growth increments for the 2009 to 2029 period.³ The adopted population forecast shows the Grants Pass UGB growing by 19,987 people during the 2009 to 2029 period. The employment forecast shows Grants Pass UGB adding 16,157 people employed during the 2009 to 2029 period.

This summary of land needs is the 20-year demand for buildable employment land created by the forecast population and employment, not a comparison of 20-year demand in relation to the current supply of land within the UGB. That analysis is provided in Section 14.50 using the demand information from this section and the supply information in Section 14.40. Further, this analysis doesn't account for efficiency measures, which is addressed in Section 14.60, or acres which are unbuildable or already developed that may be brought into the UGB. Further, it is recognized that once amended, the total base year UGB population will be larger, recognizing the existing residents.

14.31 Residential land need

Section 9.46 of the Housing Element forecast needed new dwelling units and the needed mix and density of those dwellings. This was used to determine land need, in terms of needed buildable acres, by type of dwelling unit. Needed housing types were allocated to Grants Pass' plan designations. This information was used to estimate land need, in buildable acres, by type and by plan designation. Later sections of this chapter detail how that need will be addressed on vacant or partially vacant lands or through infill and redevelopment.

² The Housing and Economic Elements use a 2007-2027 planning period. The Urbanization Element uses a 2009-2029 planning period to create a 20-year period from the expected adoption year (2009).

³ The Urbanization Element is also intended to comply with OAR 660-024-0040(2), which requires that a UGB analysis conducted in the manner of periodic review uses a 20-year planning period that commences on the date initially schedule for completion of the analysis. The most appropriate planning period for Grants Pass' UGB analysis is the 2009 to 2029 period because the City intends to complete and adopt the UGB analysis in 2009.

In addition to the housing types shown in Table 14.30.2, Grants Pass needs to plan for additional group quarters. The analysis assumes the City will add 726 persons in group quarters between 2009 and 2029. Assuming that group quarters achieve densities comparable to multifamily units, the City will need approximately 58 gross residential acres for these units (726 divided by 12.6 units per gross acre). The majority of these units will locate in the higher density residential plan designations or commercial plan designations. For the purposes of this analysis, they are allocated to the HRR plan designation.

Table 14.30.1 shows land demand for residential and group quarters for the 2009 and 2029 period. The results lead to the following findings:

- The City will need about 1,567 gross acres for residential uses between 2009 to 2029.
- The City will need about 58 gross acres for group quarters, mostly retirement facilities and nursing homes.
- These estimates do not include other non-residential uses such as parks and schools that may locate on residential lands, which is addressed in Section 14.33. Further, it doesn't address employment uses that may locate on residential lands.
- These are estimates of needed buildable acres based on needed density. The efficiency measures in Section 14.60 are intended to accommodate the needed dwellings on these acres or on other lands through infill and redevelopment. Without efficiency measures, the analysis would show a higher number of acres based on historic density, rather than needed density.

**TABLE 14.30.1
ESTIMATED LAND NEED FOR
RESIDENTIAL AND GROUP QUARTERS
Grants Pass UGB, 2009 to 2029**

Land Use	Land Need	
	(Gross Acres)	Percent of Acres
Residential		
Single-family detached	1,288.9	79%
Manufactured in parks	17.9	1%
Single-family attached	89.9	6%
Multifamily	170.5	10%
Subtotal - Residential	1,567.2	96%
Retirement/Nursing Homes	57.6	4%
Total Land Need	1,624.8	100%

Source: ECONorthwest

Residential Density

Table 4.30.2 shows needed dwelling units by housing type (mix) and density for the 2009 to 2029 period. The forecast indicates that Grants Pass would need about 1,275 net buildable residential acres, or about 1,567 gross residential acres to accommodate new housing between 2009 and 2029. The forecast results in an average residential density of 6.7 dwelling units per net residential acre and of 5.5 dwelling units per gross residential acre for the housing needed over the 20-year planning period. This represents a 24% increase in density for new residential units needed from 2009-2029 over the historical (built, not zoned) average of 5.1 dwelling units per net acre achieved during 1999 to 2006.

Residential Mix

Table 4.30.2 shows needed dwelling units by housing type (mix) and density for the 2009 to 2029 period. For Grants Pass, the needed housing mix in the Housing Element expressed as single-family/ multi-family is 75% single-family/ 25% multi-family. (Note: DLCD considers manufactured housing in parks to be multi-family, while this counts them as single-family). Expressed as attached/detached housing types, the identified housing need is 67% detached/33% attached (multi-family and attached single-family). In terms of plan designations, the “zone to allow” mix is 47% LR, 20% MR, and 33% HR and HRR.

**TABLE 14.30.2
FORECAST OF NEEDED NEW DWELLING UNITS, NEEDED DENSITY,
AND LAND NEEDED BY TYPE
Grants Pass 2009-2029**

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
Single-family types							
Single-family detached	5,671	66%	5.5	1,031.1	20%	1,288.9	4.4
Manufactured in parks	86	1%	6.0	14.3	20%	17.9	4.8
Single-family attached	687	8%	9.0	76.4	15%	89.9	7.7
Subtotal	6,445	75%	5.7	1,121.8		1,396.7	4.6
Multi-family							
Multifamily	2,148	25%	14.0	153.4	10%	170.5	12.6
Subtotal	2,148	25%	14.0	153.4		170.5	12.6
Total	8,593	100%	6.7	1,275.3		1,567.2	5.5

Source: ECONorthwest

Note: This table only identifies needed buildable acres, and doesn't include a determination about their allocation to vacant, partially vacant, or infill/redevelopment on developed land. This doesn't account for acres associated with constraints or unbuildable lands. The efficiency measures in Section 14.60 are intended to accommodate the needed dwellings, whether on vacant and partially vacant land or on other lands through infill and redevelopment.

Context Regarding Housing Mix

While the Metropolitan Housing rule in OAR 660-007 is not applicable to Grants Pass and the OAR 660-024 safe harbor is not available to Grants Pass, the following information is provided for context.

The Metropolitan Housing rule expresses housing mix by attached/detached housing types rather than single-family/multi-family housing types. Expressed in these terms, the housing mix for Grants Pass in this document is 67% detached/33% attached.

The OAR Division 24 Housing Mix and Density Safe Harbors address housing in terms of density range. For housing *mix* safe harbor, the standard pertains to whether zoning *allows* the specified density range. For cities more than 25,000 population that aren't subject to ORS 197.296, the housing mix safe harbor specifies zoning to allow 50% Low Density (maximum), 25% Medium Density (minimum), and 25% High Density (minimum). Expressed in these terms, the "zone to allow" mix for Grants Pass described in this document is 47% LR, 20% MR, and 33% HR and HRR. (If Grants Pass could use the housing mix safe harbor for cities larger than 25,000 population, it would more than meet the safe harbor standard for each category by reallocating some of the higher density designation (HR and HRR) to moderate density (MR).

In addition, some housing sub-types aren't addressed separately; rather they fall under the attached/detached definitions, which aren't always the best descriptions for these units. For example, accessory dwelling units may be attached to or separate from a principal dwelling or another freestanding accessory structure on a property (such as above a freestanding garage). Whether the accessory dwelling is attached to the principal dwelling affects whether it is classified as attached or detached, even though a detached unit would still be part of the same ownership with the principal dwelling. This and other housing types that may include more than one detached structure on a lot (as part of a single ownership or condominium) are still defined as single-family dwellings, even though they may meet some housing needs traditionally met by multi-family dwellings.

Residential Land Need by Plan Designation

Table 14.30.3 shows the allocation of housing units by Grants Pass' four residential plan designations, based on the analysis presented in the Housing Element. Table 14.30.3 shows the following land needs in each plan designation:

- Overall, Grants Pass will need 1,567 gross acres at an average gross density of 5.5 dwelling units per gross acre.
- The Low Density residential designation will require 910 gross acres at an average gross density of 4.4 dwelling units per gross acre.
- The Moderate Density residential designation will require 364 gross acres at an average gross density of 4.7 dwelling units per gross acre.
- The High Density residential designation will require 220 gross acres at an average gross density of 10.1 dwelling units per gross acre.
- The High-Rise Density residential designation will require 73 gross acres at an average gross density of 8.2 dwelling units per gross acre.

The land allocations in Table 14.30.3 assume that 33% of all new housing will locate in high-density plan designations (HR-High Density Residential or HRR – High Rise Residential). Moreover, the City’s flexible zoning system allows for a range of densities and housing types in the low- and moderate-density designations.

**TABLE 14.30.3
ALLOCATION OF NEEDED HOUSING UNITS AND LAND NEED
BY PLAN DESIGNATION
Grants Pass 2009-2029**

Housing Type	Plan Designation								Total	
	Low Density		Moderate Density		High Density		High-Rise Density			
	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
Single-family										
Single-family detached	3,953	898.3	1,375	312.5	172	39.1	172	39.1	5,671	1,288.9
Manufactured in parks	0	0.0	86	17.9	0	0.0	0	0.0	86	17.9
Single-family attached	86	11.2	258	33.7	344	44.9	0	0.0	687	89.9
Subtotal	4,039	909.6	1,719	364.1	516	84.0	172	39.1	6,445	1,396.7
Multi-family										
Multi-family	0	0.0	0	0.0	1,719	136.4	430	34.1	2,148	170.5
Subtotal	0	0.0	0	0.0	1,719	136.4	430	34.1	2,148	170.5
Total	4,039	909.6	1,719	364.1	2,234	220.4	601	73.2	8,593	1,567.2
Average Density (du/gross acre)	4.4		4.7		10.1		8.2		5.5	
Percent of Acres and Units										
Single-family										
Single-family detached	46%	57%	16%	20%	2%	2%	2%	2%	66%	82%
Manufactured in parks	0%	0%	1%	1%	0%	0%	0%	0%	1%	1%
Single-family attached	1%	1%	3%	2%	4%	3%	0%	0%	8%	6%
Subtotal	47%	58%	20%	23%	6%	5%	2%	2%	75%	89%
Multi-family										
Multi-family	0%	0%	0%	0%	20%	9%	5%	2%	25%	11%
Subtotal	0%	0%	0%	0%	20%	9%	5%	2%	25%	11%
Total	47%	58%	20%	23%	26%	14%	7%	5%	100%	100%

Source: ECONorthwest

Note: This table only identifies needed buildable acres, and doesn’t include a determination about their allocation to vacant, partially vacant, or infill/redevelopment on developed land. This doesn’t account for acres associated with constraints or unbuildable lands. The efficiency measures in Section 14.60 are intended to accommodate the needed dwellings on these acres or on other lands through infill and redevelopment.

14.32 Non-residential land need (commercial and industrial)

Section 8.41 of the Economic Element forecast land needs for non-residential uses, including industrial and retail and services. This information was used to estimate land need by type and by plan designation.⁴

Grants Pass will need to provide a supply of sites for non-residential development. The City will need to provide between 445 to 695 sites. Grants Pass will need to provide five to ten larger

⁴ Needed land for local government employment is assumed to be addressed through public and semi-public land needs in Section 14.33 because the majority of government land needs, such as parks, are likely to locate in residential areas. The exception to this assumption is for new state and federal land needs, which are expected to be relatively small and likely to locate in areas zoned for commercial use, and this is included in the employment land in Table 14.30.4.

sites, 20 to 50 acres or 50 acres or more. The predominant use of these larger sites will be industrial. The majority of sites, 350 to 550 sites, will need two acres or less. These sites will be used for industrial and other employment uses. Based on these site needs, Grants Pass needs an estimated 1,117 acres for employment – 477 acres for industrial uses and 640 acres for other (commercial and services) uses – over the 20-year planning period.

Table 14.30.4 shows site needs by site size and major employment use. The estimate of needed sites builds off of the 20-year employment forecast for the 2009 to 2029 period. Employees and employers are distributed in ratios similar to those in 2005. The distribution assumes that Grants Pass will continue to attract similar types of employers in the future as exist in the City now. It also assumes that the average number of employees per firm (12.9) will continue into the future.

**TABLE 14.30.4
NEEDED SITES BY SITE SIZE AND MAJOR USE,
GROSS ACRES
Grants Pass, 2009-2029**

Size of firm	Est Acres Needed	Avg. Site Size	Total Sites Needed	Industrial	Other Emp.
250 +	150	50+ ac	1-2	1-2	-
100-250	200	20-50 ac	4-8	3-5	1-3
50-99	300	5-20 ac	30-45	20-30	10-15
25-49	250	2-5 ac	60-90	25-45	30-45
10-24	200	1-2 ac	100-150	30-45	70-105
1-9	300	<1 ac	250-400	75-125	175-275
Total	1,400		445-695	154-252	286-443

Source: ECONorthwest.

14.33 Land needed for other uses (public and semi-public)

Cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a city grows.

Previous sections estimated land demand for housing and employment; this section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth.

For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- *Lands needed for public operations and facilities.* This includes lands for city offices and maintenance facilities, schools, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.
- *Lands needed for parks and open space.* The estimates use a parkland standard of 10 acres per 1,000 persons based on the level of service standard established in the Grants Pass parks plan.
- *Lands needed for semi-public uses.* This includes hospitals, churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types.

Table 14.30.5 shows land in public and semi-public uses by type. The data show a total of 809 acres in public and semi public uses in the Grants Pass UGB 2006. This equates to 21.6 acres per 1,000 persons.

Tables 14.30.5 and 14.30.6 show that there will be an additional need of about 361 acres of land for all new public and semi-public uses or 17.5 acres per 1,000 people between 2009 and 2029. Table 14.30.7 allocates those acres to plan designations. The information in these tables is based on the following assumptions:

- City land needs are based on the assumption that the City will not need to build large, land-intensive facilities over the next 20 years, like a new city hall. As part of the estimated needs in Table 14.30.5, City land needs include the need for 12 additional acres specifically identified in the City's Wastewater Capital Improvements Plan.
- City park land needs are based on the level-of-service established in the City's parks plan of 10 acres per 1,000 persons.
- School land needs are based on the fact that Grants Pass SD7 and the Three Rivers School District either do not expect to expand or build new facilities or already have sufficient lands for any new facilities in Grants Pass over the planning period.
- New State land needs will be met on employment lands.
- Federal land needs are not expected to increase substantially, and any needs will be met on employment lands. The summary of public and semi-public land needs does not include about 45 acres of Federal land, which includes more than 40 acres of Bureau of Land Management land located within the City's UGB.
- Land needs for other uses, including churches, fraternal organizations, and other uses, are based on maintaining the same ratio of acre to population as currently exists for these land uses.

**TABLE 14.30.5
SUMMARY OF PUBLIC AND SEMI-PUBLIC LAND NEED BY TYPE
Grants Pass UGB, 2009-2029**

Type of Use	Existing Acres (2007)	Acres / 1000 Persons	Assumed Need (Ac/1000 Persons)	Estimated Need per 1000 Persons 2009-2029
City	45.0	1.2	1.2	36.0
City Parks	184.8	4.9	10.0	199.9
County	116.1	3.1	3.1	61.9
Schools	344.7	9.2	-	-
Church	79.3	2.1	2.1	42.3
Fraternal	39.2	1.0	1.0	20.9
Total	809.0	21.6	17.5	361.0

Source: City of Grants Pass GIS data; analysis by ECONorthwest

These uses have flexibility to locate in different plan designations. For the purpose of this analysis, the need is allocated to plan designations which are most similar to historical locations or which provide greatest flexibility to meet other land use needs. The need is allocated to plan designation as identified in Table 14.30.6.

**TABLE 14.30.6
PUBLIC/SEMI-PUBLIC LAND NEED BY
PLAN DESIGNATION
Grants Pass UGB 2009-2029**

Type of Use	Needed Acres	Plan Designation
City	36.0	HRR Residential
City Parks	199.9	MR Residential
County	61.9	HRR Residential
Schools	-	
Church	42.3	HR Residential
Fraternal	20.9	Commercial
Total	361.0	

Source: ECONorthwest

Note: Needed public lands for state and federal uses is addressed as part of the employment need under the heading of Government employment. It is not forecast that there will be an acreage: population ratio of land need for any other type of state or federal land use which would not be met in the employment category. Right-of-way that might be associated for any state or federal transportation facilities has already been deducted in calculations of net and gross acreage.

14.40 CAPACITY ANALYSIS

This section presents an analysis of the development “capacity” of buildable lands in the Grants Pass UGB. The results are based on the inventory presented in Section 14.20 of this element and represent estimated capacity in terms of dwellings (residential) and sites (employment) as of September 2008.

14.41. Overview of Capacity Analysis

The buildable lands inventory in Section 14.20 provides information about the acres, lot sizes, and plan designations of the land supply and its development status (developed, vacant, or partially vacant). It also provides information about constraints associated with those properties (natural or regulatory characteristics that reduce efficiency or preclude development). The capacity analysis requires an input of specific assumptions to determine how much development the buildable lands will accommodate. In other words, the questions you ask will determine the outcome of the capacity analysis.

Capacity analysis can be used to evaluate different scenarios by applying different assumptions. Some of these assumptions may be generalized, such as consideration of capacity based on an assumption of overall density of all housing types and overall acreage, or it can be more specific, providing more useful information, such as density by housing type, and accounting for actual lot sizes and distribution.

For example, a residential land capacity analysis could provide information about any of the following:

1. How many units could be developed on buildable lands if development occurred at maximum zoned density?
2. How many units could be developed on buildable lands if development occurred at historic mix and density?
3. How many units could be developed on buildable lands if development occurred at needed mix and density identified in the housing needs forecast?

The latter (Option 3) is what state law requires, and therefore, what this Section must determine.

Each of the above scenarios would return substantially different results about the capacity of the buildable lands. In addition, comparison of different capacity queries can help provide key information. For example,

- If the planned or zoned capacity is lower than the needed density for needed housing types, this indicates the land use plan and implementing ordinances present a barrier to provision of needed housing.
- If the planned or zoned capacity is higher than the needed density for needed housing types, but if historic density is lower than needed density, this indicates the land use plan and implementing ordinances provide sufficient flexibility and opportunity to satisfy housing needs. However, it may mean that historic needs were different than future needs or that market factors are driving different outcomes. In the latter case, it may

indicate that a regulatory approach may not be sufficient to alter the underlying issues to align the market with the need, and other measures may be required to accomplish this result. There may also be locational or qualitative factors that need to be considered in the plan, not just quantitative factors, to address need. For example, if there is flexibility in the regulations to meet the need, are those areas which are zoned to accommodate that need in the right locations for the market to respond to the need?

Once the core assumptions have been established, the residential capacity analysis can provide a useful baseline to consider alternatives to meet the demand and understand the land use implications. This is the approach the City has used in the organization of this Chapter. Essentially, the capacity analysis is conducted in a two part sequence:

- First, a baseline analysis of capacity is conducted in this section using the assumptions of needs identified in the previous section (including mix and density for residential needs) and determining the capacity to meet the identified needs on buildable lands. Using this data, the land supply and demand are compared in **Section 14.50** to provide information about land surplus or deficit using this baseline.
- Second, in **Section 14.60**, the residential land needs analysis is compared to the land need that would result if development occurred at historic density. This identifies the extent of efficiencies that must be achieved to meet the 2009-2029 needed residential density rather than historic 1999-2006 residential density. The acreage difference between historic and needed density provides the basis for evaluating efficiency measures. ORS 197.296(7) requires measures “that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.” Section 14.60 identifies efficiency measures and provides analysis of measures to meet these needs. While there is no similar requirement for historic/needed density comparison for employment land, Section 14.60 also identifies and analyzes efficiency measures for employment uses and lands. There are numerous approaches that can have similar outcomes, so it is necessary to evaluate specific measures, and in some cases, specific geographic application of measures to determine the acreage affected, and the implications for the land need calculations.

For example:

- An assumption that more infill and redevelopment will occur on developed lands would mean there is a reduction in need for additional vacant and partially vacant land.
- An assumption that some of a particular housing need can be met within a density range rather than a fixed density number may allow for consideration of different measures that enable flexibility to accommodate a needed type on vacant or partially vacant lands at a higher density. For example, this might mean reducing the minimum lot size for a zoning district or rezoning property to a zone in a different plan designation with a smaller minimum lot size or higher allowable density. The number of acres affected will determine the extent of the efficiency.

14.42. Capacity Analysis Assumptions and Methods

The capacity analysis in this section uses the following assumptions:

- **Residential.** In accordance with applicable goals, statutes and administrative rules, this section analyzes capacity based on the needed housing mix and density with housing types allocated to plan designations as described in Section 14.31. This capacity analysis assigns these housing units to buildable acres on vacant and partially vacant tax lots. Since residential uses are permitted in commercial zones, the analysis in Section 14.50 makes adjustments for allocation of some of those units to vacant and partially vacant lands with commercial plan designations as well as residential designations, consistent with applicable law. Therefore, the analysis assumes there is some residential capacity on commercial land. However, the Housing Needs Analysis did not allocate any new housing to commercial designations. The methodology in this Section only assigned residential units to commercial land for developments that have land use approvals. Any further allocation will be addressed in Section 14.60. Historic trends show that some of the housing constructed in the past few years occurred in commercial plan designations. Evaluation of capacity on other lands (developed lands that may have additional infill and redevelopment capacity if measures were adopted to require/encourage infill and redevelopment) is addressed in Section 14.60.
- **Group quarters.** Capacity for group quarters is evaluated as part of the capacity analysis for residential uses.
- **Non-residential.** This section analyzes capacity based on acreage as well as size of properties identified in Section 14.32 which are needed for various types of non-residential uses. This baseline capacity analysis assigns employment “sites” to buildable acres on vacant and partially vacant tax lots as required by OAR 660-009. Some non-residential employment uses are permitted in some residential zones, which was addressed in the Economic Element by allocating a percentage of new employment to residential areas. The analysis conducted in the Economic Element also showed substantial employment within residential zones. Therefore, this analysis assumes there is some non-residential capacity on some lands with certain residential plan designations. Historic trends show that some of the non-residential use, mostly office, constructed in the past few years occurred in residential plan designations, mostly the HRR designation near the hospital. Many public/semi-public uses (schools, local government offices, community college), are located within residential plan designations. Those are addressed through the public/semi-public allocation.
- **Other Uses (Public/Semi-Public).** In Section 14.33 of the Buildable Lands Inventory, it was noted that public lands were generally classified as not available for development. In Section 14.60 addressing efficiency measures, it will be possible to identify whether any of the public/semi-public lands currently in the UGB, now classified as unavailable for development in the baseline analysis, have any additional capacity and locational characteristics that could reduce the need for additional residential or employment land needed to accommodate public and semi-public uses. The uses may have specific size

and location criteria that are not interchangeable. Any such adjustments are made in Section 14.60.

Since the City doesn't have land use plan designations or zoning districts exclusively for public or semi-public uses, these uses will occur on properties inventoried as part of the residential or non-residential (employment) lands. Capacity could be allocated to any use that is forecast to locate in those plan designations for the purposes of the baseline capacity analysis. Therefore, for the purpose of capacity analysis, all of the capacity of those lands was allocated to the residential or employment uses, rather than the public/semi-public uses. Since the baseline capacity analysis for the other uses showed a deficit, no capacity was allocated for public and semi-public uses, with all of the available capacity in those plan designations being allocated to the other uses instead.

14.43 Residential Capacity

This Section estimates the holding capacity of buildable land. The holding capacity of residential land is measured in dwelling units and is based on the needed mix and density of new dwelling units identified in the housing needs analysis. These are generally allocated to existing plan designations based on the allowable density of those designations and the historic distribution of units by type in those designations, but the analysis recognizes those may not be sufficient to accommodate the forecast density need, and that current zoning may have to be modified to accommodate dwellings at the densities at which they were allocated. Existing vacant platted lots were assigned a capacity of one dwelling, despite the capacity determination by average needed density. Table 14.40.1 shows the needed density of dwellings by plan designation.

**TABLE 14.40.1
NEEDED DENSITY AND HOUSING MIX BY PLAN DESIGNATION**

Plan Designation	Number of Needed DU	Percent of Needed DU	Planned Density Range	Average Needed Density (DU/Gross Ac)
Low Density Residential (LR)	4,039	47%	Up to 5.4 DU/Net Ac	4.4
Moderage Density Residential (MR)	1,719	20%	Up to 11.6 DU/Net Ac	4.7
High Density Residential (HR)	2,234	26%	Up to 17.4 DU/Net Ac	10.1
High Rise Residential (HRR)	601	7%	Up to 34.8 DU/Net Ac	8.2
Commercial (GC/CBD)	--	--	No Min or Max	--
Total	8,593	100%		5.5

Notes: Planned densities in the Grants Pass development code are in net acres.
All plan designations allow single-family dwellings.

The estimate of residential capacity within the Grants Pass UGB used the following steps:

- Capacity for unconstrained land is the unconstrained area times the average needed density from Table 14.40.1.
- Capacity for constrained land is the constrained lot size times one-half the average needed density from Table 14.40.1 based on the information provided in Section 14.21.

- Total capacity is capacity of unconstrained land plus capacity of constrained land.
- Tax lots that were too small to get any capacity, but are classified as vacant or partially-vacant were assigned a capacity of one dwelling unit (e.g., every lot of record that had any buildable portion was given a capacity of one dwelling).
- All capacity estimates were rounded down to the nearest dwelling unit.

The buildable lands inventory indicates that Grants Pass has about 1,162 acres of buildable land designated for residential uses. Table 14.40.2 provides a general estimate of how much needed housing could be accommodated by those lands. ECONorthwest estimates that Grants Pass has capacity for 5,108 dwelling units within the existing UGB on buildable lands at needed density.

TABLE 14.40.2
ESTIMATED RESIDENTIAL DEVELOPMENT CAPACITY,
VACANT AND PARTIALLY VACANT LAND
Grants Pass UGB, 2008

Plan Designation	Constrained Land			Unconstrained Land			Total (Const. And Unconst.)		
	Capacity (DU)	Land (acres)	DU/Ac Const	Capacity (DU)	Land (acres)	DU/Ac Unconst	Capacity (DU)	Total Land (Acres)	DU/Gross Acre
LR	519	251	2.1	2,759	663	4.2	3,277	914	3.6
MR	1	0	1.3	591	117	5.1	591	117	5.0
HR	35	7	4.8	1,173	119	9.9	1,207	126	9.6
HRR	0	0	--	11	1	9.6	11	1	9.6
GC - Residential	-	-	-	22	4	5.9	22	4	5.9
Total	554	259	2.1	4,555	903	5.0	5,108	1,162	4.4

Source: City of Grants Pass GIS data; analysis by ECONorthwest

Notes: Vacant acres in HRR designation is less than the 23 acres reported in Table 14.20.3 because 22 acres are committed to office uses.

LR plan designation reflects lower average density because sites with slopes were inventoried but assigned reduced capacity. Had they been excluded from the inventory as permitted by state law, the average density for the LR plan designation, and therefore the total average, would be substantially higher.

The residential and employment land inventory is the same land base to meet needs for group quarters. For the purpose of capacity analysis, land available for group quarters was allocated to residential and employment use, and will be allocated to group quarters in Section 14.50.

14.44 Non-Residential Capacity

The Grants Pass UGB has 380 gross buildable acres in vacant and partially vacant lots with commercial and industrial plan designations. This includes 158 acres in commercial plan designations and 222 acres in industrial plan designations.

Table 14.40.3 shows the supply of vacant and partially vacant industrial and commercial sites. Grants Pass has 266 buildable sites for employment uses, two-thirds of which are one-acre and smaller. Grants Pass has 99 industrial sites, mostly smaller than 20-acres and nearly three-quarters two-acres of smaller. Grants Pass has 185 commercial sites, more than 80% of which

are two-acres or smaller. Grants Pass' largest non-residential site is nearly 26 acres and in an industrial plan designation. However, some of these properties are in contiguous ownership. For example, there are more than 75 contiguous acres with industrial plan designations in common ownership.

**TABLE 14.40.3
EMPLOYMENT SITE SUPPLY,
NUMBER OF SITES BY SIZE,
VACANT AND PARTIALLY VACANT TAX LOTS
GRANTS PASS UGB, 2008**

General Plan Designation and Site Size	Site Supply	Percent of Sites	Average size
Industrial Sites			
50+ ac	0	0%	NA
20-50 ac	1	1%	25.8
5-20 ac	10	10%	9.3
2-5 ac	19	19%	3.3
1-2 ac	15	15%	1.4
<1 ac	54	55%	0.4
Subtotal	99	100%	2.2
Commercial Sites			
50+ ac	0	0%	NA
20-50 ac	0	0%	NA
5-20 ac	1	1%	9.7
2-5 ac	19	10%	3.3
1-2 ac	35	19%	1.4
<1 ac	130	70%	0.3
Subtotal	185	100%	0.9
Total Sites			
50+ ac	0	0%	NA
20-50 ac	1	0%	25.8
5-20 ac	11	4%	9.3
2-5 ac	38	13%	3.3
1-2 ac	50	18%	1.4
<1 ac	184	65%	0.3
Total	284	100%	1.4

Source: City of Grants Pass; analysis by ECONorthwest

Note: Average sites sizes are marked as "NA" if Grants Pass has no vacant or partially vacant sites in the size category.

Note: The average site size shown in the table is based on the average site size of vacant or partially vacant land in the plan designation and site size.

14.45 Other land use capacity (Public/Semi-Public)

As described above, all existing capacity of the vacant and partially vacant land was allocated to residential or employment land uses, and none of the existing capacity was allocated to public/semi-public land uses. An adjustment will be made for this in Section 14.50.

14.50 COMPARISON OF LAND DEMAND AND SUPPLY

This Section provides a comparison of the September 2008 land supply, in buildable acres on vacant and partially vacant lands in the Grants Pass UGB with the buildable land demand for the 2009 to 2029 period. This provides information about the surplus or deficit of land needs within the current UGB as of September 2008. Adjustments for efficiency measures, and capacity of developed lands within the UGB, are addressed in Section 14.60.

This section compares the data and analysis presented in the Population, Housing, and Economic Elements (summarized in Section 14.30) and the buildable lands inventory (Section 14.20) and the capacity of the buildable lands (Section 14.40) to compare 20-year “demonstrated need” for buildable land with the supply of such land currently within the Grants Pass UGB as required by OAR 660-024-0040.

14.51. Residential

Table 14.50.1 shows the capacity of vacant and partially vacant lands for residential development by plan designation based on needed density. The results lead to the following findings:

- The baseline capacity analysis shows Grants Pass has a need for additional residential land. The Grants Pass UGB has enough buildable acres in vacant and partially vacant tax lots for 5,108 new dwelling units. The housing needs forecast projected a need for 8,593 new dwelling units.
- The baseline capacity analysis, Grants Pass has a deficit of 557 gross acres for new residential uses (3,485 dwelling units) in all plan designations.

**TABLE 14.50.1
DEFICIT OF VACANT AND PARTIALLY VACANT
RESIDENTIAL LAND BY PLAN DESIGNATION
FOR 20-YEAR NEED
Grants Pass UGB, 2008**

Plan Designation	Capacity (Dwelling Units)	Needed Units	Surplus (Deficit) DU	Acres Surplus (Deficit)
Low Density Residential	3,277	4,039	(762)	(168.6)
Moderate Density Residential	591	1,719	(1,128)	(217.7)
High Density Residential	1,207	2,234	(1,027)	(98.7)
High Rise Residential	11	601	(590)	(71.8)
GC - Residential	22	--	--	--
Total	5,108	8,593	(3,507)	(556.8)

Source: ECONorthwest

Grants Pass has seen growth in facilities for retirees, such as nursing homes or active retirement communities. Based on expected growth, Grants Pass needs about 58 acres of land to accommodate new group or congregate housing over the planning period. For purposes of the baseline analysis, the need is allocated to the High-Rise Density Residential plan designation. Historically, group quarters have located in High Density Residential, High-Rise Density Residential, and Commercial plan designations. However, this assumption allocating group quarters enables flexibility between this use and other uses which may meet a similar need.

14.52 Non-Residential

Goal 9 requires cities consider site needs of target industries. Table 14.50.2 shows estimated demand for industrial and other employment land in the Grants Pass UGB by land use type for the 2009 to 2029 period by site size. The supply of sites and average site size are based on information in Table 14.40.4. Needed sites are based on the range of site needs described in Table 14.30.4 and Grants Pass' target industries. A comparison of the supply of sites to needed sites resulted in the site surplus or deficit. The land need in is the average site size multiplied by the site deficit.

The results lead to the following findings:

- The Grants Pass UGB currently has 284 buildable sites in commercial and industrial plan designations, accounting for 387 buildable acres. Grants Pass has about 165 buildable acres in industrial designations, and 222 in commercial designations.
- The Grants Pass UGB has a deficit of 291 sites for employment uses, with a deficit of 96 industrial sites and 195 commercial sites.
- Grants Pass has a need for additional non-residential land. The Grants Pass UGB has a deficit of 778 gross acres for commercial, industrial, and public uses in commercial designations, with a deficit of 421 gross acres in industrial plan designations and a deficit of 357 gross acres in commercial plan designations. However, about 22 acres of residential lands are expected to develop in employment use (in the HRR designation), and about 4 acres employment lands are expected to develop in residential use (in the GC designation).
- Grants Pass has need for additional sites with the following characteristics:
 - Two large industrial sites about 75 acres or larger.
 - Five sites in the 20 to 50 acre range for industrial and commercial needs, approximately 30 acres each.
 - Twenty-six sites in the 5 to 20 acre range for industrial and commercial needs, averaging 9 to 10 acres in size. The majority of these sites are needed for industrial uses.
 - About 291 smaller sites (5 acres and smaller) for industrial and commercial needs. The majority of these sites are needed for commercial uses.

TABLE 14.50.2
DEFICIT OF INDUSTRIAL AND OTHER EMPLOYMENT
LAND BY SITE SIZE, GROSS ACRES
Grants Pass UGB, 2009-2029

General Plan Designation and Site Size	Needed Sites	Site Supply	Site Surplus (Deficit)	Average size	Land Need (gross acres)
Industrial Sites					
50+ ac	2	0	(2)	75	(150.0)
20-50 ac	3	1	(2)	30	(60.0)
5-20 ac	25	10	(15)	9	(135.0)
2-5 ac	30	19	(11)	3	(33.0)
1-2 ac	35	15	(20)	1	(20.0)
<1 ac	100	54	(46)	0.5	(23.0)
Subtotal	195	99	(96)		(421.0)
Commercial Sites					
					0.0
50+ ac	0	0	0	0	0.0
20-50 ac	3	0	(3)	30	(90.0)
5-20 ac	12	1	(11)	10	(110.0)
2-5 ac	35	19	(16)	3	(48.0)
1-2 ac	90	35	(55)	1	(55.0)
<1 ac	240	130	(110)	0.3	(33.0)
Subtotal	380	185	(195)		(336.0)
Total Sites					
50+ ac	2	0	(2)		(150.0)
20-50 ac	6	1	(5)		(150.0)
5-20 ac	37	11	(26)		(245.0)
2-5 ac	65	38	(27)		(81.0)
1-2 ac	125	50	(75)		(75.0)
<1 ac	340	184	(156)		(56.0)
Total	575	284	(291)		(757.0)

Source: ECONorthwest.

14.53 Other Uses (Public and Semi-Public)

As noted in the Capacity Analysis, no capacity of existing vacant or partially vacant land was allocated to public and semi-public uses, so all of the need identified in Section 14.33 is allocated to new vacant or partially vacant land in residential or commercial plan designations as identified in Table 14.50.3.

**TABLE 14.50.3
DEFICIT OF VACANT AND PARTIALLY VACANT
PUBLIC/SEMI-PUBLIC LAND BY PLAN DESIGNATION
FOR 20-YEAR NEED
Grants Pass UGB, 2008**

Type of Use	Needed Acres	Plan Designation
City	36.0	HRR Residential
City Parks	199.9	MR Residential
County	61.9	HRR Residential
Schools	-	
Church	42.3	HR Residential
Fraternal	20.9	GC Commercial
Total	361.0	

Source: ECONorthwest

Note: Needed public lands for state and federal uses is addressed as part of the employment need under the heading of Government employment. It is not forecast that there will be an acreage: population ratio of land need for any other type of state or federal land use which would not be met in the employment category. Right-of-way that might be associated for any state or federal transportation facilities has already been deducted in calculations of net and gross acreage.

14.54 Conclusions for All Uses

Grants Pass would need to expand its UGB for each type of land within the UGB *if needs were met only on vacant lands and vacant portions of partially vacant lands without additional efficiency measures applied beyond those required to achieve needed housing density (density needed to address Goal 10 vs. additional measures needed to address Goal 14)*. The figures in this Subsection already account for the difference between historic density and needed density, and the acreages below recognize that some efficiency measures will be necessary to get from historic density to these needed densities to meet Goal 10. Table 14.50.4 summarizes land needed by land-use type. The results shown in these tables may change as a result of policy decisions, including decisions about infill, redevelopable land thresholds and other policies (e.g., land efficiency measures). These are addressed in the next section of this Chapter, and calculations after application of efficiency measures are provided in that Section. The next section also addresses allocation of employment uses to residential plan designations and allocation of residential uses to employment plan designations, other than those committed GC and HRR properties already described in this section. The results lead to the following baseline findings *if needs were met only on vacant and partially vacant lands without additional efficiency measures applied beyond those required to achieve needed housing density (density needed to address Goal 10 vs. additional measures needed to address Goal 14)*.:

- Grants Pass would have a deficit of land in all categories of use. The City would have a need to expand the UGB by about 1,732 gross acres to accommodate land needs over the planning period.
- Grants Pass would have a need for 557 additional acres in the UGB to accommodate new residential development plus 58 acres for group quarters such as retirement and nursing homes. This is at needed density, which is approximately 24% higher than historic density (1999-2006).
- Grants Pass would have a need for 757 additional acres in the UGB for employment uses, including 336 acres of commercial land and 421 acres of industrial land.
- Grants Pass would have a need for 361 additional acres in the UGB for public and semi-public uses, with 340 acres in residential plan designations, and 21 acres in commercial plan designations. Many of these uses, such as parks and churches, may be accommodated on land zoned for residential uses. Some of these uses may be accommodated on land zoned for commercial uses, such as nonprofits and fraternal organizations. These uses have been allocated to the plan designations shown in Tables 14.50.3 and the following tables.

**TABLE 14.50.4
DEFICIT OF BUILDABLE LANDS
IN CURRENT UGB
BY LAND-USE TYPE
Grants UGB, 2009-2029**

Land use type	Land Need Surplus (deficit)
Residential	(954.5)
Residential	(556.8)
Low Density Residential	(168.6)
Moderate Density Residential	(217.7)
High Density Residential	(98.7)
High Rise Residential	(71.8)
Retirement/Nursing Homes	(57.6)
Public and semi-public needs	(340.1)
Employment	(777.9)
Commercial	(336.0)
Industrial	(421.0)
Public and semi-public needs	(20.9)
Total	(1,732.4)

Source: ECONorthwest

Table 14.50.5 allocates the land needs shown in Table 14.50.4 by plan designation.

**TABLE 14.50.5
DEFICIT OF BUILDABLE LANDS
IN CURRENT UGB
BY LAND-USE TYPE AND PLAN DESIGNATION
Grants UGB, 2009-2029**

Land use type	Land Need Surplus (deficit)	Plan Designation					
		LR	MR	HR	HRR	Com.	Ind.
Residential	(975.4)						
Residential	(556.8)						
Low Density Residential	(168.6)	(168.6)					
Moderate Density Residential	(217.7)		(217.7)				
High Density Residential	(98.7)			(98.7)			
High Rise Residential	(71.8)				(71.8)		
Retirement/Nursing Homes	(57.6)				(57.6)		
Public and semi-public needs	(361.0)						
City	(36.0)				(36.0)		
City Parks	(199.9)		(199.9)				
County	(61.9)				(61.9)		
Schools	-						
Church	(42.3)			(42.3)			
Fraternal	(20.9)					(20.9)	
Employment	(757.0)						
Commercial	(336.0)					(336.0)	
Industrial	(421.0)						(421.0)
Total	(1,732.4)	(168.6)	(417.6)	(141.0)	(227.3)	(356.9)	(421.0)

Source: ECONorthwest

Notes: This reflects needed density but does not include evaluation of efficiency measures.

The public and semi-public use subtotal and overall residential use subtotal don't include fraternal uses, which are included in the employment use subtotal.

14.60. EFFICIENCY MEASURES

One of the requirements of the land needs analysis is to evaluate measures that improve the efficiency of land uses within the current UGB. This section summarizes the potential impact of land use efficiency measures. Many of the measures relate to achieving needed housing densities; some of the efficiency measures will have an impact on the size of an Urban Growth Boundary expansion, and some relate to land use patterns and quality of life.

14.61. Land Use Efficiency Measures Requirement

The Goal 14 administrative rule articulates the land use efficiency measures requirement (OAR 660-024-0040(4):

“If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-

024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both, and in accordance with ORS 197.296 where applicable. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB.”

ORS 197.296 requires cities to consider land use efficiency measures if the housing needs analysis finds that the City may not meet identified housing needs. Specifically, the statute states:

(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need:

(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;

(b) Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or

(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

(7) Using the analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development determined under subsection (5)(a)(A) of this section, or if that mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.

ORS 197.296(9) goes on to describe the types of land use efficiency measures that cities could adopt to meet needed housing densities:

In establishing that actions and measures adopted under subsections (6) or (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section and is zoned at density ranges that are likely to be achieved by the housing market using the analysis in subsection (3) of this section. Actions or measures, or both, may include but are not limited to:

- (a) Increases in the permitted density on existing residential land;
- (b) Financial incentives for higher density housing;
- (c) Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- (d) Removal or easing of approval standards or procedures;
- (e) Minimum density ranges;
- (f) Redevelopment and infill strategies;
- (g) Authorization of housing types not previously allowed by the plan or regulations;
- (h) Adoption of an average residential density standard; and
- (i) Rezoning or redesignation of nonresidential land.

Thus, the statute envisions a broad range of measures to meet housing needs. Moreover, the list of measures includes both regulatory and incentive measures.

14.62. Efficiency Measures Requirements for Grants Pass

Grants Pass has completed housing and employment needs analyses. The housing needs analysis outlines a needed housing mix that does not differ from the historic housing mix and a needed density that is higher than the historic density for the time period analyzed in accordance with applicable law. Therefore, Grants Pass is required to plan for the needed housing density, types, and mix. However, Grants Pass is not required to adopt specific measures outlined 197.296(7) related to a different housing mix. Grants Pass is required to:

- adopt measures in accordance with 197.296(9) that demonstrably increase the likelihood that residential development will occur at the housing types and density required to meet housing needs over the next 20 years.
- prior to expanding the UGB, demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB (for both residential and employment lands).

14.63. Documentation of Land Deficiencies

The analysis in Section 14.50 concludes that the City would have a deficit of both residential and employment lands before applying efficiency measures. The applicable statutes and administrative rules are clear that the city must consider measures to increase the capacity of lands within the UGB before it expands the UGB.

The language of ORS 197.296(7), however, makes it clear that residential efficiency measures are measures that will “demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.”

The adopted Housing Element identifies a needed mix of 75% single-family (including both detached and attached) and 25% multifamily, which is not different than the historic mix. The needed density is 6.7 dwelling units per net acre; the historic density was 5.1 dwelling units per net acre. This represents a 24% increase in net density over the planning period. ORS 197.296(7) requires the city adopt measures that demonstrate it will achieve this increased density over the 2009-2029 period.

The land use deficit before applying efficiency measures is documented in Section 14.50. The comparative land needs analysis in section 14.50 suggests that Grants Pass would need to expand its UGB for each type of land within the UGB if needs are met only on vacant and partially vacant lands without efficiency measures applied, even at needed densities, which were used in calculating capacity. Table 14.50.5 in the previous section summarizes land needed by land-use type. The results lead to the following findings if needs were met only on vacant and partially vacant lands without additional efficiency measures applied, even at needed densities:

- Grants Pass would have a deficit of land in all categories of use. The City would need to expand the UGB by about 1,732 gross acres to accommodate land needs over the planning period.
- Grants Pass would have a need for 557 additional acres in the UGB for residential lands plus 58 acres for group quarters such as retirement and nursing homes.
- Grants Pass would have a need for 757 additional acres in the UGB for employment land, including 336 acres of commercial land and 421 acres of industrial land.
- Grants Pass would have a need for 361 additional acres in the UGB for public and semi-public uses, with 340 acres in residential plan designations, and 21 acres in commercial plan designations. Many of these uses, such as parks and churches, may be accommodated on land zoned for residential uses. Some of these uses may be accommodated on land zoned for commercial uses, such as nonprofits. These uses have been allocated to the plan designations shown in Tables 14.50.5 through 14.50.9.

This analysis answers the question of “how much land will the City need assuming needed residential density and mix?” Since the needed density is higher than historic density, the City

must estimate the difference between land needs at historic density, and determine the difference in land needs between historic density and needed density, and use the difference to estimate the extent of efficiency measures required. Estimating this difference requires an analysis of how much land the City would need if development continued at the historical density of 5.1 dwelling units per net acre.

The average overall needed density is 24% greater than then historical density. To estimate the difference in land need, ECONorthwest used the 24% differential between needed density and actual historical density to make adjustments to the housing capacity within the UGB and the residential land deficit.

Total land needed for housing using the needed housing density assumption of 6.7 dwelling units per net acre is 1,567 acres for the 2009-2029 period. Total land needed for housing using the historical density of 5.1 dwelling units per net acre would be 2,107 acres, or 540 acres more than is required based on the needed density assumption. This is an estimate of total buildable land need, not the deficit of acres in the UGB. This is shown in Table 14.60.1.

**TABLE 14.60.1
DIFFERENCE IN RESIDENTIAL LAND DEFICIT BETWEEN HISTORIC DENSITY
AND NEEDED DENSITY, GRANTS UGB, 2009-2029**

Residential Need	Units	Density	
		Units/Gross Ac.	Acres
Historic Density	8,593	4.4	1,953.0
Needed Density	8,593	5.5	1,562.4
Difference			390.6

Source: ECONorthwest

Note: The overall average calculation in this table was used to determine the difference in acres between historic and needed density. The actual capacity analysis was an based on individual tax lot analysis using needed density, not historic density. This lot by lot analysis reflects inefficiencies due to existing parcelization and zoning. Therefore, the difference in this table is added to the actual capacity, resulting in different overall acreages than listed in this table.

To achieve needed density, efficiency measures will need to reasonably accommodate 5,108 units within the current UGB, rather than 3,882 at historic density. Since more units will be accommodated within the current UGB to achieve needed densities, this also means fewer units will need to be developed on land outside the current UGB, 3,485 units on the identified deficit of 556 gross acres at needed density rather than 5,071 units on 1,153 gross acres at historic density.

Therefore, measures will need to achieve 391 gross acres of efficiency for all 8,593 needed dwellings compared to development at historic density. This means accommodating 1,226 more units on lands within the current UGB. To accommodate 5,108 units at needed density rather than historic density, it will be necessary to achieve approximately 232 gross acres of efficiency within the UGB. This is addressed through a combination of more efficient use of the 1,162

gross acres of vacant and partially vacant lands and accommodation of some residential development on other lands through infill, redevelopment, and mixed-use land efficiencies.

For the remaining 3,485 units to be accommodated outside the current UGB, it will be necessary to accommodate them at needed density rather than historic density. Therefore, it will necessary to achieve approximately 159 gross acres of “efficiency” outside the UGB. Since measures for urban development aren’t already in place outside the UGB, this means that new land use and efficiency measures will be developed to accommodate 3,485 units.

Rather than maintain a strict allocation, the analysis is conducted to achieve 391 gross acres of residential efficiency overall, allowing land use patterns to be analyzed overall rather than at the same allocation inside and outside the UGB at the same ratios.

ORS 197.296 focuses on efficiency measures for residential lands and the need to achieve the needed mix and density for housing types if they differ from historic mix and density. For employment lands, the only applicable provisions for efficiency measures are in OAR 660-024-0040(4) and state, “Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB.”

However, preliminary analysis has identified that it will be challenging to meet land use and site needs for some employment uses, especially those that require larger sites, due to the extent of parcelization in lands around the UGB in locations with appropriate transportation and infrastructure proximities, and with suitable topography. Therefore, it is important to ensure efficiency measures are included to meet the demand for employment site needs.

14.64. Needed Measures

First, the City must adopt measures that “demonstrably increase the likelihood” that needed housing types and densities will be achieved, which means accommodating the same number of dwellings needed over a 20-year period, 8,593 units, on 391 less acres than would have occurred historically. It is necessary that the zoned density ranges are “likely to be achieved by the housing market” based on the housing needs analysis.

Second, the City must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. Therefore, the City must further identify reasonable measures that can be taken to accommodate the need, but there is nothing in the applicable law that provides specific requirements or guidance on this determination.

14.65. Observations of Historic Development

The following issues were observed for development during the 1999-2006 evaluation period, and provide guidance on what actions and measures will be effective to provide needed housing types at needed densities.

- **Single-Family Detached.** Single-family detached residential developments generally approached minimum lot sizes (the maximum density for that type of use), with limited inefficiencies. Most substantial inefficiencies were associated with constraints, such as slopes on hillsides. Some subdivisions included a mix of single-family and duplex

housing types which also approached minimum lot sizes. Some duplex development was approximately 13.3 units/net acre. Based on these findings, the most effective efficiency measure for single-family residential types would be (1) some reduction in minimum lot sizes for zones, (2) limiting the application of new areas with the lower density zones to areas with slope constraints, and (3) new zoning with a higher ratio of lands zoned higher density vs. lower density.

While single-family detached development is occurring on lot sizes at or close to minimum lot size, in some zones (specifically, R-3 and R-4), this is substantially lower than the density permitted for multi-family dwellings, so the maximum density is not close to being achieved. However, this zoning allows for greater flexibility to respond to the market than the type of zoning program that would allocate the small lot single family development to a zone but preclude the opportunity for the higher density multi-family dwelling types.

- **Accessory Dwelling Units.** Grants Pass doesn't currently have an accessory dwelling unit ordinance, but has received inquiries about such opportunities. In many zones, a second dwelling is allowed on a parcel if it complies with density standards, and in many cases, people have been able to provide an additional unit, even though it isn't specifically an "accessory unit". This suggests there is some demand for greater opportunity for accessory units, and often enabling extended family arrangements and other needs that this type of unit would address..
- **Duplexes.** During the same period, the most common multi-family housing type was duplex development. These occurred on individual lots, or frequently as part of a senior complex that included independent and assisted living facilities (partly residential, partly group quarters). It is uncertain whether increasing the allowable density for duplex development would make a substantial difference. A more effective approach would be to facilitate "zero-lot line duplexes" as attached housing in zones and at the same densities where duplexes are now allowed as a multi-family use. The opportunity for ownership of one unit at the same density permitted for the rental product would likely create higher market demand for this housing type.
- **Other Multi-Family.** There was a limited number of other multi-family housing developments during the 1999-2006 period. Some of those included government subsidized senior housing. Most of these were 2-story apartments, predominantly built at densities consistent with the maximum density of the R-3 zone of 17.4 units/acre, whether they were built in the R-3 or R-4 zone. At least one project developed in the R-4 zone at approximately maximum density of 34.8 units acre. There may be some advantages in increasing the maximum densities for these zones, but some projects will not achieve the maximum densities due to the type of construction. It is possible that increasing the density threshold would remove a regulatory constraint that could help achieve some additional density without substantial change to the character of the districts. Most condominium developments were also developed in a similar manner: typically townhouse-style 2-story developments at about the same density. During

discussions, some developers described a financial barrier to building multi-family housing types: supplemental liability insurance requirements can be substantial, making it prohibitive for some smaller developers to build this type of housing if it isn't their principal development activity.

One issue is the flexibility of the R-4 zone, which also allows for professional office use. Most of these properties are being used or held for office use, often near services where higher density residential development should be provided, such as in proximity to the hospital. Some measure needs to be taken to ensure adequate lands are retained and used for both necessary professional office and residential uses.

- **Attached Single-Family.** At the height of the 2002-2006 building boom, there were several new townhouse developments constructed. Some of these were in the development stage when the housing bust occurred, and some were not completed. Some of these products were oriented to new buyers, and anecdotal information indicates that many people looking at this housing market, such as first-time purchasers, were unable to qualify for financing following the housing crash. As a result, some developments revised the size and mix of the development to have more larger units to address a different market, such as downsizers with more equity, that were less affected by this issue. While not an issue of density, this illustrates an issue of affordability even for more affordable housing types. The market has adjusted to reflect this, to the further detriment of more affordable units.

Most of the single-family attached developments that occurred during this period were planned unit developments. It will be necessary to adopt standards that allow greater opportunity for attached-single family housing in some zones under clear and objective standards, without being part of a Planned Unit Development.

It may also be beneficial to evaluate development standards and context for attached single-family (and multi-family) housing types. The current standards assume there may be a large property with multiple buildings on the property and a substantial recreational or open space component. It may be beneficial to have an additional type of standard for development that is in a different type of setting such as within a city block configuration.

- **Cluster Development and Planned Unit Developments.** There may be opportunities to better utilize cluster housing and density bonuses by making the standards more objective or providing separate cluster housing and planned unit development provisions. In addition, current code provisions only allow for reconfiguration of density and permitted uses. Opportunities for density bonuses and mixed-use development through a planned unit development may provide additional incentives.
- **Other Housing Needs.** A substantial housing need for a specific segment of the population was met in group quarters that occurred at higher densities. These are not calculated as a residential use, and therefore, were not reflected in residential density standards. Also, these frequently occurred on properties with commercial zoning. There should be some recognition of the equivalent density of these developments.

Earlier in this chapter, the following items were noted:

- If the planned or zoned capacity is lower than the needed density for needed housing types, this indicates the land use plan and implementing ordinances present a barrier to provision of needed housing.
- If the planned or zoned capacity is higher than the needed density for needed housing types, but if historic density is lower than needed density, this indicates the land use plan and implementing ordinances provide sufficient flexibility to satisfy housing needs. However, it may mean that historic needs were different than future needs or that market factors are driving different outcomes. In the latter case, it may indicate that a regulatory approach may not be sufficient to alter the underlying issues to align the market with the need, and other measures may be required to accomplish this result. There may also be locational or qualitative factors that need to be considered in the plan, not just quantitative factors, to address need. For example, if there is flexibility in the regulations to meet the need, are those areas which are zoned to accommodate that need in the right locations for the market to respond to the need?

There are opportunities to apply efficiency measures that address both of these issues. As noted above, there appear to be some barriers associated with the minimum lot sizes in at least some zoning districts. There may also be some barriers associated with the maximum density in the R-3 and R-4 zones that could enable some efficiencies for development types, that have occurred such as two-story multi-family or attached single-family housing types in the R-3 zone, or such as three-story multi-family housing types in the R-4 zone.

However, in most cases, development in the R-2 and R-3 zones is not achieving zoned density because lower-density housing types are being developed. They are approaching their maximum allowed density as governed by minimum lot size, but where density can only be achieved through multiple units on a property, those densities are not achieved. The greater the difference between minimum lot size and maximum permitted density for multiple units on a parcel, the greater the difference between actual development density and zoned density. In addition, with infill development, there has frequently been opposition to new developments at densities higher than the surrounding neighborhoods, which are often developed below zoned densities. In fact, the lower density is often presented by the proponent as a benefit to overcome objections from the surrounding neighborhood.

At the height of the building boom, there was an increase in the number of attached housing developments at or near maximum zone density in the R-3 zone, which suggested that the R-3 zoning will be used efficiently in response to market conditions.

14.66. Evaluation of Current Land Use Efficiency Measures

The first issue for the City to consider is what measures it already has in place and whether they will be sufficient to achieve the 2009-2029 housing needs or increase the likelihood that the 2009-2029 housing needs will be achieved. These are evaluated in the context of the measures

identified in ORS 197.296(9). While the statute focuses on residential use, this section also notes existing efficiency measures that may also relate to employment uses.

Further, the documentation and evaluation of these measures identifies steps the city has already taken in advance of the UGB work to reasonably accommodate needs on land already inside the UGB. Some efficiencies have already been achieved for development that has already occurred. Had these measures not been in place, some development would have occurred at densities lower than observed during the 1999-2006 period, with fewer homes on the land that has already been developed or less buildable land available within the UGB. Some of these measures, such as property-specific measures like rezoning had a one-time effect, while others are development standards that will continue to provide efficiencies for future development.

The analysis that follows puts existing city measures into the same categories described in ORS 197.296(9). It is not possible to estimate the specific impact of these measures in terms of acres due to the wide variety of measures and the lack of available data. Some measures were implemented sometime during the 1999-2006 period, and there is not sufficient data to compare the effect of the efficiencies and resulting densities before and after the measures were implemented.

(a) Increases in permitted density on existing residential land

This is not really an existing measure, since it requires new action. The following measures are already in place or occurred during the evaluation period of 1999-2006 and were effective at increasing density:

- **Mix/Ratio of Plan Designations and Zoning Districts.** The current mix of plan and zoning designations and the associated densities is not sufficient to accommodate the full need. As new measures, it is possible to increase ratio of Moderate Density and higher density acres to Low Density acres. For new areas that will have the Low Density Plan designation, the City could also increase the amount zoned R-1-8, and continue the general practice of applying R-1-12 zoning predominantly to steep slope areas (greater than 25%) and R-1-10 zoning to moderate slope areas (15 to 25%).
- **Rezoning of properties to permit higher density.** This was predominantly applicant driven and was effective when used, mostly increasing the density of single-family developments. To meet future needs, city-initiated rezoning of areas with more extensive buildable lands may be effective at increasing density, especially marginal reductions to minimum lot size for single-family development in areas with lower density zoning, which might be less prone to opposition.
- **Street Standards (Development Code Article 27)**
 - **Private Street Standards.** Adoption of private street standards enables more efficient infill development by reducing the area devoted to public right-of-way. Standards allowed the street to be within an easement, which was the preferred option, as it didn't reduce lot area. This was effective at increasing efficiency of development and was used extensively by the market. It is expected to continue

to be effective for future development. (This is listed in this section, but is also an infill tool).

- **Skinny Street Standards.** The city adopted skinny street standards that reduced the paved width, and reduced the right-of-way requirements for some streets.
- **Hillside Standards.** Narrower streets are permitted in steep slope areas, reducing right-of-way and areas associated with cut slopes and utility easements, enabling more useable area. Front yard requirements in hillside areas are reduced, allowing more useable area.

(b) Financial incentives for higher density

- **Vertical housing tax credit zone, corresponds to the CBD plan designation.** This has not been used significantly. This should be considered for expansion and may be used more extensively in areas where more new development is occurring.
- **SDCs (Municipal Code).** Per unit transportation SDCs are lower for multi-family than single-family, based on ITE trip generation manual.

(c) Provisions permitting additional density beyond allowed in district in exchange for amenities and features

- **Planned Unit Developments (Development Code Article 18).** PUD provisions allow for clustering and smaller lot sizes if overall density is maintained to preserve open space and natural features. The PUD code does not allow density higher than zoned density, but accommodates allowed density that would otherwise be lost when natural constraints are present. This has been effective, and is expected to continue to be effective for new development on sites with regulatory protection of natural features. Density bonuses would likely be needed to receive other benefits on properties without regulated natural features, for open space or other amenities and features. This measure (density bonuses) doesn't currently exist, so its effectiveness is not yet known.

(d) Removal or easing of approval standards or procedures

This is not really an existing measure, since it requires new action. The following measures are already in place or occurred during the evaluation period of 1999-2006 and were effective at increasing density:

- The Comprehensive Plan (Section 13.7) specifies that conflicts between uses are addressed by zoning, standards for buffering between zones, and development standards. With the exception of telecommunication facilities, all other uses are permitted uses, and there are no conditional uses.
- There may be opportunities to process more development types as administrative or Type 1 decisions, rather than requiring higher procedure types and associated fees.

(e) Minimum density ranges

- Currently, the city does not have minimum density ranges.

(f) Redevelopment and infill strategies.

- Many of these strategies are also applicable to new development and are addressed under those measures rather than here.
- Existing lots that are smaller than the minimum lot size may be developed provided all other code requirements are met (Development Code 15.100).
- If right-of-way dedication is required for development, area dedicated in excess of a threshold may be counted toward minimum lot area (Development Code 12.150).
- For infill development in areas with setbacks less than the zoning requires, new infill development can develop in accordance with the average setback of existing adjoining development (Development Code 12.150).

(g) Authorization of housing types not previously allowed by plan or regulations.

- The Development Code defines housing types in broad, mutually exclusive categories that cover all housing types. Therefore, these are no prohibited housing types. There may be opportunities to permit and facilitate certain housing types or subtypes in additional plan designations where they may not currently be permitted.
- Group quarters, group care, and transient quarters are permitted uses in various zones allowing efficient residential opportunities (DC Article 12).

(h) Adoption of an average residential density standard.

- Currently, the city does not have a separate average residential density standard, except that average residential density is permitted through the Planned Unit Development process, which permits flexibility in lot sizes provided overall density standards are met (Development Code Article 18).

(i) Rezoning or redesignation of non-residential land.

This is not really an existing measure, since it requires new action. However, the following measures are already in place or occurred during the evaluation period of 1999-2006 and were effective at increasing density:

- Some non-residential properties were redesignated/rezoned to residential plan designations/zones. This occurred in both lower and higher density plan designations. This measure was effective for lands that were unsuitable for the non-residential plan designation, such as sloped property with industrial zoning. This would be effective if the needs analysis identified a surplus of non-residential land and a deficit of residential land; however, a deficit was identified for all land uses. While some redesignations may occur related to land use patterns, this is not an efficiency, since more land will be needed for the other uses.

- Most commercial zoning districts also permit residential use, so rezoning/redesignation is not required.
 - Some projects included residential development within areas with commercial zoning/designation. These zones do not have maximum residential densities and this enabled higher densities than in some of the residential portions of the properties.
 - Several senior care developments occurred in commercial zones, providing a mix of residential and group quarters uses. These occurred without the need to rezone or redesignate these lands.

Other Measures:

- **SDCs (Municipal Code).** Transportation SDCs provide credit for existing development, providing an incentive for re-use of properties rather than greenfield development.
- **Residential and Mixed Use Development in Commercial Zones (Development Code Article 12).** The Development Code provides opportunities for mixed-use development in commercial zones. Residential uses are permitted in the GC and CBD zones with no maximum density, subject to development standards. Multi-family and condominium development is permitted in one of the Riverfront Tourist Commercial districts. Minimum lot sizes are dictated only by minimum width and depth of 25x100 feet, with no side or rear setbacks, allowing for efficient residential or mixed use development opportunities for attached buildings.
- **Other Opportunities for Uses in Residential Zones (Development Code Articles 12 and 14).**
 - Minor and Major Home Occupations, Day Care, and Bed and Breakfast provisions allow use of residential properties to meet both residential and employment needs. These are a permitted use in all residential zones and most other zones where residential use is permitted. These “mixed uses” reduce demand for independent land needs for both residential and employment uses. There are a substantial number of these home-based businesses, and the Economic Element documented a substantial amount of employment within residential zones.
 - Consistent with statute, Residential Homes and Residential Facilities are allowed in all residential zones as a permitted use. The ordinance for Residential Facilities allows greater opportunities in more zoning districts than mandated by statute. These provide opportunities to accommodate more people in a residential setting that wouldn’t otherwise be permitted.
- **Efficient Development Standards.**
 - **Parking Standards (DC Article 25).** There is no off-street parking requirement in the CBD zone, allowing more useable buildable area per lot. Bicycle parking

provisions allow for a reduction for off-street parking spaces, allowing more useable buildable area per lot.

- **Lot Coverage (DC Article 12).** There are no maximum lot coverage standards for single-family residential zones, other than setbacks.
- Duplexes and Multi-dwellings (3 or more attached or detached units on a lot) are allowed in low-density plan designation zones through a PUD (DC Article 12).
- While minimum lot sizes are not less than 5,000 square feet without a PUD, multiple units on a lot in all moderate, high, and high-rise density plan designations allow higher densities for multiple units on a property. This also enables the equivalent of an accessory dwelling unit in all but the low-density plan designation (DC Article 12).

14.67. Evaluation of New Land Use Efficiency Measures

The analysis in the previous section indicates that Grants Pass will need to adopt measures that demonstrate how housing densities will increase from 5.1 dwelling units per net acre to 6.7 dwelling units per net acre between 2009 and 2029—a 24% increase. Based on the results in Table 14.60.1, the measures will need to result in a total savings of 391 acres.

These are grouped in six broad categories under three broad headings related to the nature of the strategy.

**TABLE 14.60.2.
EFFICIENCY MEASURE STRATEGIES**

CATEGORY	STRATEGY
A. Efficiency Measures	I. More efficient use of vacant and partially vacant land II. Reduce demand for vacant and partially vacant land through more efficient use of other land III. Mixed use development/share land for residential and employment uses
B. Tools to Provide Reasonable Likelihood that Measures Will Be Achieved by Housing Market	IV. Targeted market incentives to use land and infrastructure more efficiently V. Mandates to preserve multi-family and higher-density zoned property for its intended use. Mandates to preserve commercially-zoned property for its intended use
C. Tools to Achieve Efficiencies in a Manner that Increase Opportunities for Ownership	VI. Measures that Provide Greater Opportunity for Homeownership

The strategies are organized in this manner, rather than as presented in ORS 197.296(9) to facilitate the evaluation of effects of the measures listed in that section as well as other measures.

In addition, the review of existing measures and review of the historic development period provided insight on specific measures that have been effective and would be effective for future development.

Category A. These strategies establish standards, remove barriers, and guide work on development of the land use pattern and plan designations to ensure efficiencies are possible. They also set assumptions used in formulating strategies in Categories B and C.

Category B. These strategies provide incentives and mandatory requirements to help ensure that efficiencies are met and to ensure land uses that have location-sensitive needs are available for those development types consistent with their planned use.

Category C. These strategies may not result in overall efficiencies, but they provide more market flexibility to provide housing at permitted densities without standards that restrict ownership opportunities for housing at that same density. This may also influence the market to provide more of this housing given the opportunity for ownership housing types.

The measures and their estimated efficiency are summarized in Table 14.60.3 under these categories and strategies. More detailed information about the measures, assumptions, and examples is provided in Appendix A.

**TABLE 14.60.3
SUMMARY OF LAND USE EFFICIENCY MEASURES**

A. EFFICIENCY MEASURES		Gross Acres Over 20 Years
I. More Efficient Use of Vacant and Partially Vacant Land		
1a.	10% small lot allowance in LR subdivisions	30 acres (LR)
1b.	Marginal reduction in LR min. lot sizes, or new zones with these min. lot sizes	43 acres (1,000 sf reduction) (LR)
1c.	New R-1-5 zone in MR with <5,000 min. lot size in conjunction w/open space	13 acres (MR)
1d.	Increase max allowed density in R-3/HR and R-4/HRR	11 acres (7 acres HR / 4 acres HRR)
1e.	Commercial - reduce off-street parking requirement/provide on-street parking credit	20 acres (Commercial)
1f.	Increase ratio of higher:lower density plan designation lands, and zones within each plan designation, when planning/zoning new lands to be included in the UGB.	78 acres (LR)
1g.	Rezone areas with substantial buildable acres to higher density plan designations.	83 acres (LR, MR)
1h.	Limit use of lowest density zones predominantly to areas where there are natural features and constraints, such as floodplain/floodway, riparian areas, steep slopes over 25% (R-1-12) and moderate slopes between 15-25% (R-1-10)	Dependent on total buildable acres affected.
II. Reduce Demand for Vacant and Partially Land / More Efficient Use of Other Land		
2a.	Employment Land Infill	100 acres (50 ac. Comm., 50 ac. Ind.)
2b.	Residential Land Infill (LR)	12 acres (LR)
2c.	Residential Land Infill (MR, HR, HRR)	16 acres (MR, HR, HRR)
2d.	Employment Land Redevelopment	125 acres (100 ac. Comm., 25 ac. Ind.)
2e.	Residential Land Redevelopment	16 acres (13 ac. HR, 3 ac. HRR)
2f.	Accessory Dwelling Unit (ADU) Ordinance	8 acres (Residential) (4 HR, 4HRR) (For new development, this measure also achieves the strategy of more efficient use of vacant and partially vacant land. This efficiency reflects ADUs for both situations).
2g.	Allow employment in areas that are not designated for commercial development	100 acres (75 ac. Comm., 25 ac. Ind.)
III. Mixed Use / Share Land for Residential and Employment Uses		
3a.	Mixed-Use Development - Central Area	12 acres (6 HRR, 6 Comm.)
3b.	Mixed-Use Neighborhood Centers and Nodes	20 acres (10 HR, 10 HRR)
3c.	Home-Based Businesses & Live/Work	See 2g which includes this efficiency
3d.	Establish standards that permit a mix of uses and live/work within a Planned Unit Development.	See 2g which includes this efficiency
3e.	In commercial zones that don't currently permit residential use, revise standards to permit residential use when part of a mixed use development.	10 acres (5 HR, 5 HRR)

B. TOOLS TO PROVIDE REASONABLE LIKELIHOOD THAT MEASURES WILL BE ACHIEVED	
IV. Targeted Market and Other Incentives to Use Land and Infrastructure More Efficiently	
4a.	Expand eligibility for state upper-story housing tax credit program to any zone that allows residential and employment use.
4b.	The City <i>may</i> revise SDC credits for multi-story employment or mixed-use development (building footprint sf vs. total sf), proximity of residential to services, ADU's, etc. This is not a land use regulation.
4c.	In addition to PUDs, allow cluster development and average density rather than a strict minimum lot size.
4d.	As part of PUD or cluster development, allow density bonuses in exchange for open space or amenities.
4f.	Permit more housing types to be reviewed through the Type 1 building permit process.
4g.	Simplify the review process and fees associated with Major Home Occupations.
V. Mandates to Preserve Multi-Family & Higher-Density Zoned Property for Its Intended Use	
5a.	Create one or two zones with a minimum density for multi-family or other mix of housing that achieves the average minimum density, especially where needed near services.
5b.	In areas where both office and higher density residential use are needed, provide zoning that ensures all lands aren't consumed by one or the other of these uses.
5c.	In areas where both commercial and residential uses are needed, provide zoning that ensures lands designated and zoned for commercial use have standards that ensure they aren't consumed by exclusively residential uses.
C. TOOLS TO ACHIEVE EFFICIENCIES IN A MANNER THAT INCREASES OPPORTUNITIES FOR OWNERSHIP	
VI. Measures that Provide Greater Opportunity for Homeownership	
6a.	Allow "zero-lot line duplexes" at same density as standard duplexes in zones where duplexes are permitted
6b.	Allow other attached housing at same density as multi-dwellings in zones where multi-dwellings are permitted

The estimates above indicate the extent of efficiency for residential uses provided by the measures. Further, the measures listed provide efficiencies for all uses and housing types, and a greater opportunity for a mix of housing types. In addition, the measures include provisions for accessory dwelling units (ADUs), but the City has not attempted to estimate what percentage of accessory units would be attached or detached (see discussion in Section 14.31), but rather recognizes that the effect of ADUs could be to effectively meet the same need or increase the multi-family mix, while also providing opportunity for the principal homeowner to defray housing costs and/or better meet needs for the living situations of extended family or persons that can no longer live fully self-sufficiently or independently.

To meet the identified needs, the city will adopt measures in Table 14.60.3 prior to, and/or concurrent with, the UGB expansion.

For some measures, without knowing how many acres will be allocated to zones with new standards, it will be difficult to estimate the number of reduced acres resulting from the measure until those allocations are completed. Specific tables will be developed which will identify these “savings” prior to UGB expansion, as stated in the policy.

**TABLE 14.60.4.
SUMMARY OF EFFICIENCY IN ACRES
BY PLAN DESIGNATION**

Efficiency Measure	Efficiency in Acres By Plan Designation						
	LR	MR	HR	HRR	Comm	Ind	Total
1a	-30						-30
1b	-43						-43
1c		-13					-13
1d			-7	-4			-11
1e					-20		-20
1f	-78						-78
1g	-82	-1					-83
1h	Dependent on total buildable acres affected						
2a					-50	-50	-100
2b/2c	-12	-8	-8				-28
2d					-100	-25	-125
2e			-13	-3			-16
2f			-4	-4			-8
2g					-75	-25	-100
3a				-6	-6		-12
3b			-10	-10			-20
3c	Included in 2g						
3d	Included in 2g						
3e			-5	-5			-10
Total Efficiencies	-245	-22	-47	-32	-251	-100	-697
Res. PD /Emp. PD				-346		-351	

Table 14.60.5 shows the revised deficit of buildable lands by land use type and plan designation. The table reflects 345 acres of land use efficiencies on employment lands—100 acres on industrial lands and 245 acres on commercial lands. This has the net effect of reducing the total deficit from 1,732 acres to 1,387 acres.

**TABLE 14.60.5
DEFICIT OF BUILDABLE LANDS
IN CURRENT UGB
BY LAND-USE TYPE AND PLAN DESIGNATION
BASED ON NEEDED DENSITY AND EFFICIENCY MEASURES
Grants UGB, 2009-2029**

Land use type	Land Need Surplus	Plan Designation					
		LR	MR	HR	HRR	Com.	Ind.
Residential	(975.4)						
Residential	(556.8)						
Low Density Residential	(168.6)	(168.6)					
Moderate Density Residential	(217.7)		(217.7)				
High Density Residential	(98.7)			(98.7)			
High Rise Residential	(71.8)				(71.8)		
Retirement/Nursing Homes	(57.6)				(57.6)		
Public and semi-public needs	(361.0)						
City	(36.0)				(36.0)		
City Parks	(199.9)		(199.9)				
County	(61.9)				(61.9)		
Schools	-						
Church	(42.3)			(42.3)			
Fraternal	(20.9)					(20.9)	
Employment	(412.0)						
Commercial	(91.0)					(91.0)	
Industrial	(321.0)						(321.0)
Total	(1,387.4)	(168.6)	(417.6)	(141.0)	(227.3)	(111.9)	(321.0)

Source: ECONorthwest

Notes: This reflects needed density and evaluation of efficiency measures.

The public and semi-public use subtotal and overall residential use subtotal don't include fraternal uses, which are included in the employment use subtotal.

The residential efficiency is 40 acres less than needed. This will need to be addressed through allocation of plan designations to new lands to be included in the UGB, identified as measure 1h.

14.70 FINDINGS

Buildable lands

1. Grants Pass has about 8,554 acres within its UGB, with about 6,945 acres (about 81%) in tax lots. Grants Pass has about 7,030 acres within its City Limits, with about 5,666 acres (81% of acres in the City Limits) in tax lots. About 1,525 acres are between the City Limits and UGB, with about 1,279 in tax lots.
2. About three-quarters of land in Grants Pass UGB was in residential plan designations (5,276 acres). About 15% was in commercial plan designations (1,019 acres) and 10% is in industrial plan designations (650 acres).
3. More than 73% of land within the Grants Pass UGB (5,087 acres) was developed or unavailable for development as of September 2008.
4. Grants Pass had 1,548 vacant or partially vacant buildable acres in 2008, including 266 acres that are constrained by slopes over 25% and 1,283 unconstrained buildable acres. More than three-quarters of Grants Pass' buildable land (1,162 acres) was zoned for residential uses.
5. Nearly 85% of Grants Pass vacant or partially vacant buildable land was in parcels smaller than 5 acres in size. Grants Pass had 11 parcels between 10 to 20 acres in size and five parcels between 20 to 50 acres in size.
6. Grants Pass has about 1,162 acres of vacant and partially vacant land designated for residential uses. This land has development capacity for approximately 5,108 dwelling units. About 65% of the City's residential development capacity is in the LR plan designation, 23% is in the HR plan designation, and the remaining 13% is in the MR and HRR plan designations.
7. Grants Pass has 284 buildable sites for employment uses, two-thirds of which are one-acre and smaller. Grants Pass has 99 industrial sites, all smaller than 20-acres and nearly three-quarters two-acres or smaller. Grants Pass has 185 commercial sites, more than 80% of which are two-acres or smaller. Grants Pass' largest non-residential site is nearly 26 acres and in a commercial plan designation.
8. As documented in Section 14.26, publicly owned land is generally not available for residential uses.

Land needs

9. Grants Pass has a need for additional residential land. The Grants Pass UGB has enough land for 5,108 new dwelling units. The housing needs forecast projected a need for 8,593 dwelling units. The result is a deficit of 557 gross acres for residential uses (3,485 dwelling units) in all plan designations. Grants Pass will need about 58 acres of land to accommodate group or congregate housing over the planning period.
10. Grants Pass had about 809 acres (21.6 acres per 1,000 people) of land used for public and semi-public uses in 2007. Public and semi-public uses include lands needed for: public

operations and facilities, schools, parks and open space, and semi-public uses (e.g., hospitals, churches, and non-profit organizations).

11. Additional analysis relating to public lands was completed through other work after the Urbanization Element was originally adopted. That analysis relates to how the City addressed public land needs in the original Urbanization Element, and allocation of that need to plan designations. These findings and Addendum 1 provide the details.

Grants Pass originally identified a need of approximately 361 acres (17.5 acres per 1,000 people) for public and semi-public uses over the 2009 to 2029 period. Based on the revised analysis in Addendum 1, Grants Pass will need approximately 176 acres for public and semi-public uses over the 2009 to 2029 period. Many of these uses, such as parks and churches, may be accommodated on land zoned for residential uses. Some of these uses may be accommodated on land zoned for commercial uses, such as nonprofits.

12. Grants Pass has a deficit of sites for non-residential development in all size categories. Grants Pass has a deficit of 291 sites in the UGB, resulting in a need for 778 gross acres. Grants Pass will need an additional 96 industrial sites, for a total of about 421 acres, and 195 commercial sites, for a total of 336 acres, over the 2009 to 2029 period.
13. Not accounting for measures that will reduce the need for commercial lands, Grants Pass will need to expand its UGB by approximately 1,732 gross acres to address land needs in all types of land.

Efficiency Measures

14. Grants Pass is required to evaluate land use efficiency measures by ORS 197.296(6) and OAR 660-024-0040(4).
15. The needed housing density determined in the Housing Element was 6.7 dwelling units per net acre, and 5.5 dwelling units per gross acre. The historical housing density was 5.1 dwelling units per net acre and 4.4 dwelling units per gross acre. Grants Pass needs 8,953 new dwellings during the 2009-2029 period. Based on the difference between the historic and needed densities, Grants Pass is required to identify measures that will result in 391 gross acres of residential land.
16. The Urbanization Element identifies a range of residential land use efficiency measures. These measures will result in about 351 acres of efficiencies and will help the city meet the needed housing density and provide opportunities for a range of housing types. The efficiency of some measures is dependent on the total buildable acres affected, and, as noted in the calculations, these measures will achieve further efficiency not reflected in this figure. These measures will be applied to achieve at least 40 additional acres of efficiency.
17. Grants Pass will adopt land use measures that will result in 345 acres of land use efficiencies on employment lands—100 acres on industrial lands and 245 acres on commercial lands. This has the net effect of reducing the total deficit from 1,732 acres to 1,387 acres.

With amendments for public land needs (as reflected in Addendum 1), the identified buildable land need for the UGB after applying efficiency measures is 1,203 acres, a reduction of approximately 185 buildable acres from the 1,387 figure presented above.

14.80. POLICIES

- Following the decision on the location of the revised UGB, as part of the work task for adoption of a revised UGB, the City will adopt measures under Strategies I, II, III, IV(c), (d), (e), (f), (g), V, and VI, or similar measures which achieve the same land use efficiencies. Allocation of plan designations and zoning districts in 1h will be tabulated to demonstrate approximately 40 acres of efficiency consistent with the need identified in Section 14.60.
- The City will evaluate measures under Strategy IV(a) and (b), but will not rely on those measures to achieve efficiencies, and may or may not adopt these measures. These measures are not part of the Comprehensive Plan or Land Use Regulations.
- Urban zoning, urban development, and provision of public facilities to urban development are not intended and will not occur for properties within the expanded UGB before necessary remaining work has been completed, adopted, and acknowledged, including comprehensive plan designations and efficiency measures.

Element 14:
Adopted 11/4/2009, Ordinance 5500
Amended 9/18/2012, Ordinance 5560

APPENDIX A. Efficiency Measures Information and Assumptions

This appendix provides more detailed information about the efficiency measures and assumptions summarized in Table 14.60.3. If any overlap has been identified between measures, the estimates of efficiency have been calculated conservatively so they are not over-counted.

The measures are organized under six efficiency strategies. Strategies 1-3 include measures that will achieve land use efficiencies. The measures in Strategies 4 and 5 do not specifically achieve efficiencies (in terms of a reduction of acres needed in an expanded UGB), but provide incentives or standards to help accomplish the efficiencies in Strategies 1-3. Measures in Strategy 6 are intended to help accomplish efficiencies consistent with one of the Housing Objectives, which is to influence housing tenure to increase homeownership opportunities.

This appendix concludes with analysis of the anticipated savings from these measures and a comparison to the extent of efficiencies to achieve needed housing.

A.10. EFFICIENCY MEASURES

Strategy I: Enable more efficient use of vacant and partially-vacant land.

1a. Allow limited percentage of smaller lots for new development in low density zones as part of a subdivision.

Applicability: New housing in LR plan designation.

Assumptions: Up to 10% of new housing in LR plan designations would be on lots below the minimum lot size, but not smaller than 5,000 sf. *NOTE: This measure is separate from 4c (cluster development/density averaging) and 4d (density bonuses in exchange for open space or amenities).*

Analysis: This measure would save an estimated 30 gross acres in the LR designation over the 20 year period.

New SF dwelling units needed in LR	3,593
Average density in LR (DU/Net Ac)	5.5
Needed net acres	653
Average lot size (sf)	7,920
% of new dwellings on small lots	10%
Small lot size (sf)	5,000
Net acres in small lots	41.2
Land savings (net acres)	24.1
Estimated land savings (gross ac)	30.1

Example: In a 40-lot subdivision, most lots in the LR plan designation would meet the minimum lot size for the zoning district, but four lots could be as small as 5,000 square feet.

1b. Allow marginally adjusted minimum lot size for existing zones in LR (Low-Density Residential) plan designation, or create new zones in LR plan designation that accomplish this. This type of reduction can accommodate more dwellings within the same acreage, without a noticeable impact in the character of development.

Applicability: New single-family detached housing in Low Density (LR) residential zones: R-1-12, R-1-10, R-1-8. In addition to applicability to all new LR properties, the measure could be implemented to apply to current LR properties either (a) only by specific rezoning action to newly created zones (R-1-11, R-1-9, R-1-7), or (b) by changing lot size standard for current zones which would apply to all current LR properties.

Assumptions: Decrease minimum lot size standards by 500 sf ((1) in the table below) and/or 1,000 sf ((2) in the table below) for each zone permitted within the LR plan designation (or through new zones).

This would involve the following changes:

Zoning	Current Min. Lot Size & Approx. Density	Smaller Min. Lot Size (1) & Approx. Density	Smaller Min. Lot Size (2) & Approx. Density
R-1-12	12,000 sf (3.6 du/net ac)	11,500 sf (3.8 du/net ac)	11,000 sf (4 du/net ac)
R-1-10	10,000 sf (4.4 du/net ac)	9,500 sf (4.6 du/net ac)	9,000 sf (4.8 du/net ac)
R-1-8	8,000 sf (5.4 du/net ac)	7,500 sf (5.8 du/net ac)	7,000 sf (6.2 du/net ac)

Analysis. If the measure was applied to all new needed single-family detached dwellings in the LR plan designation, it would save an estimated 54 gross acres (500 sf reduction) or 109 gross acres (1000 sf reduction) if applied to all LR properties:

- 500 sf reduction: $(3,953 \text{ needed SFD dwelling units in LR}) \times (-500 \text{ sf/lot}) = -45 \text{ net acres} + 20\% \text{ for ROW} = -54 \text{ gross acres}$
- 1,000 sf reduction: $(3,953 \text{ needed SFD dwelling units in LR}) \times (-1,000 \text{ sf/lot}) = -91 \text{ net acres} + 20\% \text{ for ROW} = -109 \text{ gross acres}$

However, the measure is only effective on parent parcels that are large enough to take advantage of the efficiency. Actual savings will be somewhat less than the calculations above due to existing undeveloped platted lots that can't achieve further efficiency and the smaller size of some parent parcels that aren't large enough to achieve the efficiency. Also, efficiency will be less if some current buildable LR properties retain current zoning and minimum lot size standards.

There is an identified need for 3,953 new single-family detached dwelling units in the LR plan designation, and capacity within the UGB for approximately 3,260 of those. The efficiency requires a parent parcel to have residential capacity of ≥ 7 units in the R-1-8 zone, ≥ 9 unit in R-1-10, and ≥ 11 units in R-1-12. Since the data is compiled by plan designation rather than zoning district, the estimate is based on an average for the plan designation using the R-1-10 data for lots/units within the UGB. There are approximately 65 tax lots that have capacity of more than 9 dwelling units/parcel totaling capacity of 1,489 dwellings in the UGB that could gain efficiency. There is a need to provide capacity for an additional 693 single-family detached dwellings in the LR plan designation to be brought into the UGB, which would benefit from the measure. Therefore, this efficiency is applied to 2,182 units/lots as an estimate of lots/dwellings that would achieve this efficiency. The estimated savings is 43 acres based on the 1,000 square foot reduction.

- 500 sf reduction: $(1,489 \text{ needed SFD dwelling units in LR}) \times (-500 \text{ sf/lot}) = -17 \text{ acres} + 20\% \text{ for ROW} = -21 \text{ acres}$
- 1,000 sf reduction: $(1,489 \text{ needed SFD dwelling units in LR}) \times (-1,000 \text{ sf/lot}) = -34 \text{ acres} + 20\% \text{ for ROW} = -43 \text{ acres}$

Example.

R-1-12. A 500 sf reduction gains approximately 1 additional unit per 23 units. A 24-lot subdivision could be built in the same area as a 23-lot subdivision. (6.34 net acres minimum required for efficiency). A 1,000 sf reduction gains approximately 1 additional unit per 11 units. A 12-lot subdivision could be built in the same area as an 11-lot subdivision. (3.03 net acres minimum required for efficiency).

- A 12,000 sf lot would be about 80 feet wide by 150 feet deep.
- An 11,500 sf lot would be about 78 feet wide by 147 feet deep. (2 feet narrower and 3 feet shallower)
- An 11,000 sf lot would be about 76 feet wide by 145 feet deep. (4 feet narrower and 5 feet shallower)

R-1-10. A 500 sf reduction gains approximately 1 additional unit per 19 units. A 20-lot subdivision could be built in the same area as a 19-lot subdivision. (4.36 net acres minimum required for efficiency). A 1,000 sf reduction gains approximately 1 additional unit per 9 units. A 10-lot subdivision could be built in the same area as a 9-lot subdivision. (2.06 net acres minimum required for efficiency).

- A 10,000 sf lot would be about 75 feet wide by 134 feet deep.
- A 9,500 sf lot would be about 73 feet wide by 131 feet deep. (2 feet narrower and 3 feet shallower)
- A 9,000 sf lot would be about 71 feet wide by 127 feet deep. (4 feet narrower and 7 feet shallower)

R-1-8. A 500 sf reduction gains approximately 1 additional unit per 15 units. A 16-lot subdivision could be built in the same area as a 15-lot subdivision. (2.75 net acres minimum required for efficiency). A 1,000 sf reduction gains approximately 1 additional unit per 7 units. An 8-lot subdivision could be built in the same area as a 7-lot subdivision. (1.29 net acres minimum required for efficiency).

- An 8,000 sf lot would be about 70 feet wide by 115 feet deep.
- A 7,500 sf lot would be about 70 feet wide by 115 feet deep. (2 feet narrower and 4 feet shallower)
- A 7,000 sf lot would be about 66 feet wide and 107 feet deep. (4 feet narrower and 8 feet shallower)

1c. Allow adjusted minimum lot size for existing zones in MR (Moderate-Density Residential) plan designation, or create new zones in MR plan designation that accomplish this. This measure would create opportunities for small lots for single-family detached and attached dwellings. *NOTE: This measure is also similar to, and partially overlaps with, 6a and 6b. Those focus on allowing the same density for single-family attached housing as is allowed for multi-family housing within zoning districts where multi-family uses are allowed, by enabling zero-lot line development at the same density. Where there is overlap between the measures, the calculations have been computed separately and do not overlap.*

Applicability: New single-family detached and attached housing in Moderate Density residential zones: single-family dwellings in the R-1-6 and R-2 zones, and multi-family housing in R-1-6 zone. (The only multi-family allowed outright in the R-1-6 is duplex, while the R-2 zone doesn't have this restriction). In addition to applicability to all new MR properties, the measure could be implemented to apply to current MR properties either (a) only by specific rezoning action to newly created zones (R-1-5, R-2-1/R-2-2), or (b) by changing lot size and density standards for current zones which would apply to all current MR properties. Whereas the current code establishes one minimum lot size standard overall, a smaller lot size standard for attached single-family units provides a market incentive. Currently, this density can only be achieved by multiple-family housing types or through a PUD process for attached-housing types.

Assumptions: This would involve the following changes:

Zoning	Current Standards		Efficiency Measure Standard	
	Min Lot Size	Sq Ft Per Unit for Multiple Units on a Lot	Min. Lot Size	Sq Ft Per Unit for Multiple Units on a Lot
R-1-6	6,000 sf (7.26 du/ac net)	5,000 sf/unit (2 units/lot) (8.7 du/ac net)	5,500 sf (detached) (7.9 du/ac net) 4,500 sf (attached, 2-units) (9.7 du/ac net)	4,500 sf/unit (2 units/lot) (9.7 du/ac net)
R-2	5,000 sf (8.7 du/ac net)	3,750 sf/unit (multiple-units/lot) (11.6 du/ac net)	5,000 sf (detached) (8.7 du/acre net) 3,750 sf (attached, multiple units) (11.6 du/acre net)	3,750 sf /unit (multiple units/lot) (11.6 du/ac net)

Analysis: If detached and attached units needed in the MR plan designation are split equally between the R-1-6 and R-2 zones, the savings are approximately 13 acres in the MR plan designation over the 20-year period.

R-1-6: approximately 8 acres detached, 1.5 acres attached

R-2: approximately 0 acres detached, 3.5 acres attached

Example:

- The smallest lot size in the R-1-6 zone is 6,000 sf under clear and objective standards. Assuming a 20% net to gross density adjustment factor, a five-acre parcel in the R-1-6 zone would have a capacity of about 29 (attached or detached) dwelling units under current standards. A five-acre parcel in the R-1-5 would have a capacity of about 29 detached units or 39 attached units.
- The smallest lot size in the R-2 zone is 5,000 sf under clear and objective standards. Assuming a 20% net to gross density adjustment factor, a five-acre parcel in the R-2 zone would have a capacity of about 34 (attached or detached) dwelling units under current standards. A five-acre parcel in the R-2 zone would have no change in capacity for detached units, but capacity of 46 attached units.

1d. Increase maximum density allowed within higher density plan designations/zones. This measure would increase the maximum densities in the city’s higher density zones (R-3 and R-4) which accommodate higher density attached and multi-family building types. If other development standards are maintained, such as height and lot coverage, the changes allow additional units with the same general building types without substantially altering the character. The change would also enable more, smaller units on a property, even if the overall square footage didn’t increase.

Applicability: Maximum densities would be increased from 17.4 to 20 DU/net acre in the R-3 zone (HR) and from 34.8 to 50 DU/net acres in the R-4 zone (HRR).

Assumptions: Density increases would result in a 5% land savings in the HR designation and a 10% land savings in the HRR designation. Savings would only apply to multi-family housing types, or a mix of housing types through a PUD or clustering.

Analysis: This measure would save an estimated 7 gross acres in the HR designation and 4 gross acres in the HRR designation over the 20 year period. It would also provide more flexibility for developers seeking to build multifamily housing.

Example: A garden apartment complex on a 2-acre lot in the R-3 zone could achieve a maximum capacity of about 27 dwelling units (assuming a 20% net to gross deduction) at the existing maximum density of 17.4 dwelling units per net acre. The same lot could achieve a maximum capacity of 32 dwelling units at 20 dwelling units per net acre.

1e. Reduce minimum off-street parking requirements and allow credits for on-street parking where present.

Applicability: The predominant savings would be for commercial lands, including new development and redevelopment, with some infill efficiency on larger commercial sites. While some off-street parking reductions may also be possible for and applicable to residential development, the reductions are unlikely to provide substantial efficiency for single-family housing, since parking is more likely to affect site design rather than lot size. For multi-family development sites with common parking, there may be limited savings.

Assumptions: Requirement for minimum number of parking spaces is reduced for commercial uses by about 20% (such as reduction from 5/1,000 to 4/1,000 for retail). A conventional commercial site is at least 50% parking. Some parking codes require more parking than actual parking demand. For example, many codes, including the Grants Pass Development Code, require most retail uses to provide parking at a rate of a minimum of 5 spaces per 1,000 square feet of gross floor area, whereas some research has shown actual parking demand for shopping centers to be about 3.97 spaces per 1000 square feet of gross floor area (about 20% lower). In many cases, much of the parking is unused, except at peak shopping seasons. The site needs analysis in the Economic Element identifies a need for approximately 512 gross acres of land for commercial sites. A conversion of gross/net acres of 0.8 is 410 net acres. If 50% is devoted to parking, that is about 205 acres. Even a conservative assumption of 10% reduction in average commercial parking for all uses would save about 20 acres.

Analysis: The savings are conservatively estimated at 20 acres or more in the GC plan designation over 20 years.

Example: A retail superstore of approximately 205,000 square feet would have a parking requirement of 5/1,000, or 1,025 parking spaces. A parking requirement of 4/1,000 would require 820 parking spaces, 205 fewer spaces. A rough estimate of 280 square feet per parking space (a 9x20 space, plus 9x11 for half-width of a 22-foot aisle)

saves about 280 square feet per space, which is a total of 57,400 square feet (about 1.3 acres).

1f. Increase ratio of higher to lower density plan designations and zones for new lands to be included in the UGB. This measure would increase the ratio of land in higher to lower density plan designations, and increase the ratio of land in higher density zones within each plan designation.

Applicability: New residential lands to be brought into the UGB.

Assumptions: The plan designation allocation for lands to be brought into the UGB will be approximately 46% LR, 28% MR, 13% HR, and 12% HRR.

Analysis: This measure is intended to meet identified housing needs by density categories. Density categories relate to plan designations and zoning. In short this measure is intended to comply with OAR 660-008-0010 which states “the mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection.”

-Plan Designations

Approximately 75% of gross acres in the UGB are within residential plan designations (6,400 of 8,500 acres). The residential lands are allocated as follows (totals may differ due to rounding):

CURRENT LANDS*	ESTIMATED FOR NEW LANDS*
<u>Low Density (LR)</u> <u>Plan Designation: (58%)</u> R-1-12: 16% R-1-10: 7% R-1-8: 35%	<u>Low Density (LR)</u> <u>Plan Designation:** (46%)</u> R-1-12: 10% R-1-10: 6% R-1-8: 30%
<u>Moderate Density (MR)</u> <u>Plan Designation: (24%)</u> R-1-6: 9% R-2: 15%	<u>Moderate Density (MR)</u> <u>Plan Designation: (28%)</u> R-1-6: 8% R-2: 20%
<u>High Density (HR)</u> <u>Plan Designation: (15%)</u> R-3: 15%	<u>High Density (HR)</u> <u>Plan Designation: (13%)</u> R-3: 13%
<u>High-Rise Density (HRR)</u> <u>Plan Designation: (3%)</u> R-4: 3%	<u>High-Rise Density (HRR)</u> <u>Plan Designation: (12%)</u> R-4: 12%

*Includes all uses within plan designation, not only residential uses.

**Final allocation of zoning within LR plan designation will be dependent on extent of constraints present on new lands to be brought into the UGB, and can't be finalized until the preferred alternatives has been selected.

The baseline residential needs analysis assumed lands for residential use would be needed at approximately the same ratio: 58% LR, 23% MR, 14% HR, 5% HRR (1563 total acres). The ratios for needed lands are different when other land uses are also allocated to those plan designations, such as public and semi-public uses and group quarters: 46% LR, 28% MR, 13% HR, and 12% HRR (1,961 total acres).

-Zoning. In addition, within each plan designation, higher density zoning can be reallocated to a greater percentage of the total. In the LR designation, the allocation will be dependent on the presence of slopes and natural features, which will be allocated to lower density zones. There are fewer properties with slope constraints within the study areas than are already present in the UGB, which should enable more lands to be designated R-1-8. In the MR designation, the zoning split can be adjusted to approximately 8% R-1-6 (or R-1-5) and 20% R-2. No further reallocation is possible within HR or HRR since they each have only one zoning district.

-Efficiency. This allocation for additional lands provides greater efficiency, but the actual extent cannot be determined until actual growth areas have been determined. The actual allocation among zones will be dependent on actual constraints as this measure will be adjusted for consistency with measure 1.h. While it is not possible to determine the exact efficiency of this measure until the land allocations in growth areas are

determined, it is possible to develop an estimate of the efficiency by calculating relative weighted densities under the historic and proposed allocation.

Public and semi-public uses are not density-dependent (units/acre) and will not experience efficiency in whichever plan designation they are located. Based on maximum permitted average densities, this land allocation provides an *opportunity* for up to 12% efficiency. Based on the distribution of land by plan designations shown above, the weighted average density for the four plan designations would decrease approximately 4% using the needed housing densities identified in the Housing Element. This 4% reduction to the total residential land need of 1,961 acres results in a net savings of 78 acres.

Example: N/A. This measure applies to the overall land allocation, not a site-specific development standard.

1g. Rezone areas that have substantial buildable lands to higher density plan designations or zones.

Applicability: Larger parcels of buildable land within the current UGB.

Assumptions: The following amendments to plan designations and zoning should be implemented for the following properties when they are the same as, or similar to, adjoining plan designations. Most other LR properties are in areas with natural constraints and don't have substantial opportunities for further efficiencies.

Existing	New
LR/R-1-8 5.4 net (4.32 du/gross acre @ min lot size)	MR/R-1-6 7.26 net (5.8 du/gross acre @ min lot size) (or newly created zones described in 1.b and 1.c.)
MR/R-1-6 7.26 net (5.8 du/ gross acre @ min lot size)	MR/R-2 8.7 net (6.96 du/gross acre) @ min lot size (or newly created zones described in 1.b and 1.c.)

Analysis: Grants Pass has about 238 buildable acres in the LR/R-1-8 category. If all of these acres were changed from R-1-8 to R-1-6, this would reduce need for approximately 82 additional buildable acres. The City has about 6 buildable acres in the MR/R-1-6 category. If all of these buildable acres were changed from R-1-6 to R-2 it would reduce need for approximately 1 additional buildable acre.

Example: A 5-acre parcel rezoned from R-1-6 to R-2 would have maximum capacity of 34 units rather than 29 units. A 5-acre parcel rezoned from R-1-8 to R-1-6 would enable 30 lots rather than 22.

1h. Generally limit use of lowest density zones within LR plan designation to areas with slope and natural feature constraints.

Applicability: New development within the LR plan designation.

Assumptions: R-1-12 zoning would only be applied in areas that generally have slopes over 25%, riparian areas, etc.; R-1-10 zoning would only be applied in areas that generally have slopes between 15% and 25%. R-1-8 zoning would be applied to other lands with less than 15% slope with the LR plan designation.

Analysis: This measure is intended, in part, to meet the Goal 10 requirements of designating lands to meet identified housing needs. The Housing Element concludes that Grants Pass needs more lower price single-family housing. Smaller lot sizes reduce the total cost of a single-family dwelling. No specific acreage efficiency estimate is identified for this measure.

There is a deficit of approximately 160 acres of land designated LR in the UGB. Most of the study areas do not have lands with slopes similar to the steepness found in some of the steeper areas already within the UGB. Therefore, there would be very little land in the LR plan designation zoned R-1-12, more zoned R-1-10, and most zoned R-1-8. While allocating lands for lower density development and maintaining that character, more of the lots would be zoned R-1-8, enabling greater efficiency of lands with the LR plan designation.

There is no direct calculation of land savings since this is a matter of allocation. One measure of efficiency would be to compare the historic percent of LR designated lands between these zones, but that doesn't provide a measure of true "savings". This measure is intended to ensure lands brought into the UGB within the LR plan designation are used as efficiently as possible for that purpose.

Example: N/A. This measure applies to the overall land allocation, not a site-specific development standard. The efficiency is generally reflected in Measure 1f. This measure may result in further efficiency by further increasing the allocation within the LR plan designation to R-1-8 zoning.

Strategy II: Reduce demand for vacant and partially-vacant land by enabling other developed lands (below the partially vacant threshold) to be used more efficiently.

These measures seek to maximize use of lands that are fully developed or underdeveloped. Infill and redevelopment make use of existing infrastructure by identifying and implementing policies that (1) improve market opportunities, and (2) reduce impediments to development in areas suitable for infill or redevelopment.

2a. Employment infill on employment lands in appropriate areas (commercial and industrial)

Applicability: Employment infill applies to any land that is designated for employment that has an existing business. Employment infill occurs when new employment is added that does not require additional land or built space. It can include businesses that locate in vacant structures, or may be a business adding new employment at their work site.

Assumptions: 10% of new employment (1,657 employees) allocated to employment infill.

Analysis: This measure would reduce total employment land need by an estimated 100 gross acres; 50 acres of industrial land, and 50 acres of other employment land.

Example: A 1-acre tax lot with a 15,000 sf building has 20 employees. The employer adds 2 employees without adding any built space—a 10% increase in employment density.

2b, 2c. Residential land infill (LR, MR, HR, HRR). (Measures previously identified as separate by plan designation have been combined in the analysis for all residential plan designations). Encourage infill in appropriate areas for residential lands. This measure would result in new housing built on residential lands that were classified as “developed” in the buildable lands inventory.

Applicability: The buildable lands inventory used the 0.5 acre threshold to identify residential lands that could be considered partially vacant. However, it is reasonable to assume some additional development will occur on the lots classified as developed (lots less than 0.5 acre with an existing dwelling), especially where zoning allows for them to have an additional dwelling or to be partitioned. In fact, a substantial number of lots created during the historic evaluation period were created through the partitioning of smaller parcels into 2 or 3 parcels.

Assumptions: Some lots smaller than 0.5 acre could be further divided. Some lots may already have the needed right-of-way dedicated, while others may require right-of-way. The Grants Pass development code allows for private streets to serve a small number of lots; this measure assumes that new partitions would already have frontage and do not require new street access, or that access can be provided by a flag lot or private street without additional right-of-way.

- R-1-12: No new capacity exists for lots less than 0.5 acres with an existing dwelling unit.
- R-1-10: For lots between 20,000 sf and 21,780 sf (0.5 ac), assume capacity of one additional dwelling. Lots with slopes >25% have no additional capacity.
- R-1-8: For lots 16,000 to 21,780 sq ft assume capacity of one additional dwelling. Lots with slopes >25% have no additional capacity.
- R-1-6: For lots 12,000 to 21,780 sq ft assume capacity of one additional dwelling. Lots with slopes >25% have no additional capacity.
- R-2, R-3: For lots 10,000 to 15,000 sq ft assume capacity of one additional dwelling; for lots 15,000 to 21,780 sf assume capacity of two additional dwellings. Lots with slopes >25% have no additional capacity.
- R-4: Assume no further efficiency. Assume most development will be multi-family residential that won't experience efficiency from further land division.

Analysis: Applying the assumptions described above to lands classified as developed in the buildable land inventory yields the following result:

Zone	Criteria	Number of Lots	% Infill	Dwelling Units	Gross acres
R-1-12	No capacity	NA	--	--	
R-1-10	Lots between 20,000 sf and 21,780 sf	61	10%	6	1.5
R-1-8	Lots between 16,000 and 21,780 sq ft	553	10%	55	10.7
R-1-6	Lots between 12,000 and 21,780 sq ft	318	10%	31	4.6
R-2, R-3	Lots between 10,000 and 12,000 sf	568	10%	56	6.4
	Lots between 15,000 and 21,780 sf	230	10%	46	4.8
R-4	No further efficiency	NA			
Total				194	28.1

Not all of the lots with infill potential will infill during this period—for many it will not be possible based on the footprint of the existing dwelling, access, or a combination of both. Based on historical trends, the analysis assumes that 10% of lots that could legally be divided would divide during the analysis period. Estimated savings is 28 acres.

Example: A 20,000 square foot lot in the R-1-8 has a single-family dwelling. The lot is partitioned and a new dwelling built for an additional capacity of one dwelling.

2d. Assume commercial and industrial redevelopment will occur on underdeveloped properties. This measure assumes that commercial and industrial redevelopment will occur on underdeveloped properties due to market factors, restricted supply of greenfield sites, and reduced impact fees.

Applicability: Any land designated for commercial and industrial uses that is classified as developed in the City’s buildable lands inventory (about 850 acres)

Assumptions: This measure assumes that restricting the size of the UGB expansion for commercial and industrial sites less than five acres will create pressure to use existing sites within the UGB more efficiently, resulting in redevelopment. The measure applies to sites small than five acres with improvement to land value ratios less than 0.25:1.0 which are considered to have “redevelopment potential.” This includes about 190 acres of commercial land within the UGB.

Analysis: This measure would save an estimated 125 acres of employment land. Because commercial lands are generally easier to redevelop, 100 acres are allocated to commercial, and 25 to industrial redevelopment.

Example: A developed 0.5-acre commercial site of has a floor area coverage ratio (FAR) of less than 0.1. The existing structure is removed and is replaced with an office building with an FAR of 0.5. Total employment on the increases from 5 to 20.

2e. Assume redevelopment will occur on some developed residential properties. For redevelopment to have a net land saving, existing development must be replaced with higher density development. The removal and replacement of a single-family dwelling does not result in

any capacity increase. The removal of a single-family dwelling in a multi-family zone which is replaced with a four-plex results in a net capacity increase of three dwellings and is considered redevelopment.

Applicability: Multi-family zones (R-3 and R-4) with single-family dwellings.

Assumptions:

- R-2 and lower density zones: no redevelopment potential (principally 1:1 replacement)
- R-3, R-4: lots with single-family dwellings have redevelopment potential; 10% of land in these zones with single-family dwellings will redevelop over the planning period

Analysis: Data from the buildable lands inventory indicate that 833 single-family dwellings are located in the R-3 and R-4 zones on about 150 acres. Applying the 10% assumption and density assumptions of 10 dwelling units per acre for R-3 and 20 dwelling units per acre for R-4 indicates potential for 175 new dwelling units. Subtracting out the demolished dwellings (8-15) yields between 160 and 167 new dwellings. In summary, this measure would save 15 acres.

Zone	Acres	Dwellings	% of acres		Net density	Dwelling units
			that redevelop	Acres redeveloped		
R-3	129	707	10%	12.9	10	129
R-4	23	126	10%	2.3	20	46

Example: A single-family dwelling is located on an 0.5 acre lot in the R-3 zone. It is demolished and replaced with an 8-unit garden apartment. Density increases from 2 dwellings per net acre to 16 dwellings per net acre.

2f. Accessory dwelling unit (ADU) ordinance. *NOTE: This measure also provides efficiency for new vacant and partially vacant lands when accessory dwelling units are provided with new dwellings.* Many definitions exist for accessory dwelling units (ADUs). A typical definition is a habitable living unit added to, created within, or detached from a single-family dwelling that provides basic requirements for living, sleeping, eating, cooking, and sanitation.

Applicability: Measure would permit accessory dwelling units on sites with detached or attached single-family residential.

Assumptions: Currently, there is no empirical data for Grants Pass because accessory dwellings aren't currently permitted. Some zones permit more than one dwelling on a property (either attached or detached), and while some may essentially be accessory units, they aren't reported as such. The most significant change would be in the low

density plan designation (R-1-12, R-1-10, and R-1-8 zones), where ADUs or second units aren't permitted outright

Other communities in the Rogue Valley that permit accessory dwelling units have differing standards and results: On average, annual accessory unit permits in other communities are as follows: Medford about 12 per year, Jacksonville 5 or less per year, Talent 5 or less per year, Ashland between 2 and 13, average of 8 per year. It is estimated that Grants Pass would average about 5-10 ADUs per year, with 5 per year used to estimate efficiency.

Analysis: ADUs will be accommodated on developed lands or in conjunction with new homes in a way that won't place additional demand on vacant and partially vacant lands. 5 units per year over 20 years will reduce land needs for an additional 100 dwelling units, and these are assumed to offset demand for multi-family rental units at 12.6 units/gross acre, which provides savings of approximately 8 acres.

Example: An owner of a house on a 10,000 square foot in the R-1-10 zone lot converts the area above an attached garage to an accessory dwelling unit for extended family. The additional unit is accommodated without additional land demand, but wouldn't have been permitted previously. Effective density has doubled from 4.4 dwelling units per net acre to 8.7 dwelling units per net acre.

2g. Allow employment in areas that are not designated for commercial or industrial uses. This measure would encourage home-based employment. The city currently allows home based occupations; this measure accounts for existing policy and reflects the city's desire to encourage appropriate home-based occupations.

Applicability: Lands that are not designated for commercial or industrial uses.

Assumptions: 10% of new employment (1,657 employees) allocated to employment infill.

Analysis: Analysis of data from the 2006 Quarterly Census of Employment and Wages (QCEW) shows that approximately 28% (4,619 employees) of covered employment in Grants Pass was in residential zones (see Table 8.20.7 of the Economic Element). A lot of that employment is either in schools, or other employers that are not home-based businesses. Further analysis indicates that approximately 6% to 10% of total employment could be considered home-based occupations. This measure would reduce total employment land need by 100 gross acres. Because most home-based occupations are commercial or service in nature, 75 acres of this efficiency is allocated to commercial land and 25 acres to industrial land.

Example: An owner of a house starts a construction contracting firm that employs five people. The business administration is conducted out of the home, but the work is conducted off site.

Strategy III: Mixed-use development/sharing of land for residential and employment uses. Mixed-use zoning allows a mix of compatible uses (usually small scale commercial and attached or multi-family residential) within a single zone. Mixed uses can be vertical (i.e. multiple uses within a single building) or horizontal (i.e. multiple uses in a given geographic area).

For estimates of efficiency for this measure, only vertical mixed-use is calculated to provide land-use efficiency. While there are other desirable attributes of mixed-use development, only land shared for more than one use is calculated as an efficiency measure.

3a. Mixed-Use Development - Central Area.

Applicability: Mixed-use development in the core commercial area.

Assumptions: Some new development, redevelopment, and/or retrofitting will occur in the central area during the next 20 years, and at least some of that will be mixed-use development.

Analysis: There are approximately 235 acres of CBD, GC, and R-4 zoning in the central area. If additional mixed-use is assumed on 5% of the lands in this area, there would be approximately 12 acres in savings.

Example: A vacant lot in a commercial zone is developed with residential over commercial, or a residential lot in the R-4 zone is converted to residential and commercial mixed-use.

3b. Mixed-Use Development - Neighborhood Centers and Nodes.

Applicability: New neighborhood centers designated within UGB expansion areas.

Assumptions: Two new mixed-use neighborhood centers at approximately thirty acres each, with about one-third of area for vertical mixed-use development that would otherwise require separate acreage for each use.

Analysis: Savings of approximately twenty acres.

Example: A 30-acre neighborhood center with a third of the land in mixed-use development would save approximately 10 acres for the mixed-use portion of the development by locating residential uses above commercial uses, rather than locating them on separate lands.

3c. Home-Based Businesses and Live/Work. *(Note: This measure relates to measure 2g.)*

Applicability: Reduces demand for employment lands by enabling more compatible home-based businesses as home occupations, reducing demand for separate residential and employment lands. (Measure 4f addresses simplifying the process for compatible some Major Home Occupations within specified parameters). In some additional zoning districts, such as R-3 and R-4, more live/work opportunities that provide for a separate work space and residential space (as opposed to home occupations) could be permitted.

Assumptions: While ensuring consistency with the intent of Home Occupation standards to maintain residential character and compatibility with a residential

neighborhood, some of the home occupation restrictions can be analyzed to enable greater opportunities for some compatible uses that aren't currently permitted as home occupations. Additional live/work opportunities for uses more intensive than home occupations may be suitable in some zones like R-3 and R-4.

Analysis: No specific acreage efficiency estimate is identified for this measure. *(Efficiencies that result in refill or shared residential/employment use are included in Measure 2g).*

Example:

- Major home occupations currently require that only family members residing in the dwelling be employees working at the site. This could be expanded to allow an employee who doesn't live at the residence in addition to people residing at the residence, rather than requiring that business to be conducted in a separate commercial zone.
- For live/work developments in R-3 and R-4 zones, there may be additional uses of a limit scale or square footage that are compatible in these zones in this setting that might otherwise be incompatible. For example, professional office is not currently permitted in R-3, but could be compatible when part of a live/work development. In R-4, other uses than professional office may also be compatible in that configuration that might be incompatible if a freestanding use of unlimited size.

3d. Revised PUD Standards for Mixed-Use.

Applicability: Planned Unit Developments in residential zones.

Assumptions: Currently, the PUD standards only allow for reconfiguration of lots and lot sizes for residential uses already permitted within the zoning district. Therefore, any mixed-use component cannot be provided through a PUD. Changing the standards to enable some amount of compatible mixed-use development would allow for land efficiencies, and potential trip reduction by locating compatible services and neighborhood commercial uses within closer proximity to residential neighborhoods. Criteria could be established for PUDS, permitting some live/work and mixed-use development based on specified criteria.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: With this measure, in addition to conventional residential subdivision lots, the PUD could also include some live/work units at an arterial/collector intersection that could provide some neighborhood service uses together with residential subject to PUD standards.

3e. Allow Mixed-Use in Additional Commercial Zones. Most commercial zones allow for a variety of commercial and residential uses, including mixed-use development. However, there are other commercial zones where residential use isn't permitted, but would be suitable if it was

part of a mixed-use development with some parameters to ensure the land isn't used exclusively for residential use, displacing intended commercial uses.

Applicability: Riverfront Tourist Commercial (RTC) zones.

Assumptions: These zones preclude residential use so the lands aren't consumed exclusively for residential use, when they could instead enable residential as part of mixed use development with commercial. If additional RTC zones permit residential as part of mixed development, it is estimated there could be up to 80 units.

Analysis: Based on gross density of 7.7 units/ gross acre for attached housing, savings is approximately 10 acres.

Example: A mixed-use development on RTC property with live/work units or residential above retail means the same land can be used for both residential and commercial. Currently, the zoning precludes residential use, meaning it must occur on other property.

Strategy IV: Provide incentives that help ensure the market achieves the desired efficiencies

This strategy includes fiscal policies that encourage the efficiencies identified above when the policy has the benefit of reducing long-term infrastructure and public service costs. These measures don't provide efficiencies independent of the measures above, but provide market incentives to achieve the above efficiencies when the incentives also provide an overall public benefit.

4a. Expand eligibility for the upper-floor housing tax credit to more zones that allow mixed-use development. This program requires local enabling legislation for properties to utilize the state property tax incentives.

Applicability: Properties with Commercial Plan Designations or HRR Plan Designation (R-4 zone). Currently, the city has designated the CBD as the area eligible for this program. Mixed-use development is permitted in many other areas, and expanding eligibility for this program to those properties would provide an incentive for mixed-use development wherever it is permitted.

Assumptions: The CBD is about 0.88% of the total lands within the UGB that already allow or could allow mixed-use development, which comprise approximately 16% of lands in the UGB. Some of the additional lands to be brought into the UGB are also expected to permit mixed-use development.

Analysis: This measure could increase the likelihood of additional vertical mixed-use development, and expand eligibility for the program to areas that aren't already predominantly developed, providing a greater incentive in areas of new development, not just redevelopment or retrofitting of existing properties. No acreage efficiency estimate is identified for this measure.

Example: Currently, a new mixed-use live/work unit with residential use above office space in the R-4 zone couldn't use this program. If the program was expanded to include

additional zones where mixed-use development is allowed, there would be greater potential to encourage this development.

4b. Potentially reduce or waive SDCs or other fees related to multi-story, mixed-use development, proximity of residential uses to services, accessory dwelling units, or similar circumstances that have the potential to reduce infrastructure demands and impacts.

Applicability: When development types and patterns have the potential to reduce capital expenditure and long-term maintenance costs by more efficiently utilizing infrastructure, structure SDCs to take into account these land use types, patterns, and relationships.

Assumptions: When residential uses are within a short walking distance of services, shopping and other destinations, it is possible for some trips to be by modes other than vehicle, reducing demand on the street system. Mixed-use developments allow the uses to share and utilize the same infrastructure such as sewer and water mains, reducing the amount of overall frontage and pipe to be installed and maintained, with the costs being distributed among more people per lineal foot. Where impacts are reduced, there is an overall long-term public benefit that can be factored into SDC or other fee calculations. A fee structure that reflects the public benefits may provide an incentive for this type of development.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: Under traditional fee structures, with development of a four-plex on one property and retail space on an adjacent property, these uses would consume twice the land, have twice the frontage, and require twice the length of sewer and water pipe. If these are developed as residential over retail on one property, there is land savings, less frontage, and less lineal feet of pipe for the same development, but the fees would be the same. A fee structure that recognizes the advantages of this development would have a lower fee for the mixed-use development. In addition, if a development is located within a ¼ mile or 5-minute walk of several services or transit, the fees are not different than fees for the same development located 2 miles from the nearest service even though the closer development has the opportunity for less vehicle miles traveled and opportunity for some trips by walking, biking, or transit that can reduce impacts.

4c. Permit cluster development and density averaging as options in addition to minimum lot size, with more objective standards than are available through the PUD process.

Applicability: New residential development.

Assumptions: By providing more clear and objective outcomes for cluster development than is currently available through the PUD process, there is a greater incentive for cluster development to occur in a manner that preserves open space on a property, while still utilizing the land efficiently.

Analysis: No acreage efficiency estimate is identified for this measure.

Example: If a property includes a portion of wetlands, the owner may choose to subdivide the property in a way that includes portions of the wetland within easements on

the individual lots, rather than subdividing in a manner that includes the entire wetland within a separate tract if it is necessary to do so to achieve the same number of lots. The PUD process is used less frequently because there is less certainty in the outcome and the approval standards are discretionary and require a demonstrated exchange of benefits for approval. A more objective clustering ordinance that allows the same density of development, but with smaller lot sizes adjacent to the wetland in a common open space lot would be more likely to be used.

4d. Density bonuses in exchange for open space or amenities

Applicability: New residential development.

Assumptions: Currently, clustering development while maintaining overall density for a property is possible through the PUD process, but doesn't provide density bonuses. This measure would be similar, but provides an incentive to cluster development and provide more open space and amenities.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: An 11.1 acre property in the R-1-8 zone would allow a maximum 60 units based on an 8,000 square foot minimum lot size. Through a subdivision, street right-of-way would be dedicated, resulting in fewer lots. As an estimate with a gross/net conversion there would be 8.8 buildable acres, allowing 48 lots with a minimum 8,000 square foot lot size. A cluster development could reduce the lot size from 8,000 square feet to 5,000 square feet for lots that front on a common open space. Some of the area that is normally part of an individual yard becomes part of a common open space. For example, this reduction allows 3,000 square feet per lot x 48 lots to be allocated to a 3.3 acre open space area. A density bonus could be provided, allowing additional units at a specified ratio, providing an incentive for this type of development over the traditional subdivision. For example, a ratio of one additional unit per acre of open space would allow 51 units. Three additional units are allowed in exchange for the clustering that provides three acres of open space. Specific thresholds and ratios for density bonuses can be established.

4e. Review Process- Permit more housing types to be reviewed through Type I building permit process. Simplify the review process, reducing the processing time and associated processing costs and fees.

Applicability: Multi-family residential, attached single-family residential.

Assumptions: Currently, regardless of zoning district, a land use decision is required for multi-family residential with more than two units. This process would allow for more housing types, based on zoning to be reviewed through a building permit process without a separate land use decision that requires a staff report. Further, attached single-family housing in most zones requires review through a PUD. This process would allow more housing types to be reviewed through a site plan review or building permit process, depending on the zoning.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example:

- A four-plex in the R-4 zone could be reviewed through the building permit process rather than the site plan review process.
- The same building permit review process now used for a duplex in the R-2, R-3, and R-4 zones could be used to review two attached single family units.

4f. Review process- Simplify review process and fees associated with Major Home Occupations, and possibly revise standards in all or some zones.

Applicability: Minor home occupations are permitted in all zoning districts through an over the counter permit, with standard conditions for operation. Major home occupations require a hearing in any residential zone, and a land use decision with comment period in other zones, and the associated review process, staff report, and fees. Minor home occupations are those with no on-site clients or customers, no signs advertising the occupation, and no regular (weekly) deliveries. Major home occupations are services, without retail sales, except as may be incidental to an on-site service provided. They may have on-site clients, but have other limitations on use and operation. Only members of the family residing in the dwelling can be employees. Examples may include salons, music teachers, or computer consulting.

Assumptions: Standard conditions for operating characteristics similar to those for minor home occupations with over-the-counter permits could be established, allowing for more home occupations to occur, with specified limitations, without requiring a land use decision or hearing.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: A home occupation with on-site customers, such as someone providing software training or music lessons could get a home occupation permit without going through a public hearing process.

Strategy V: Establish mandates/requirements to ensure that land for higher density uses is zoned and used for the intended use and density of development where planned in proximity to services. Establish mandates/requirements to ensure that land for commercial use is zoned and used for the intended use where planned.

5a. Establish one or two new zoning districts with a minimum density for multi-family housing or other mix of housing that achieves the average minimum density

Applicability: Multi-family or single-family attached or combination of housing types that achieve specified density.

Assumptions:

- Create a new zone (R-4.5 or other) similar to the R-4 zone, to be applied to new properties with an HRR plan designation to be brought into the UGB. Properties in the R-4.5 zone would develop at a maximum density of 50 units/acre, and a

minimum density of 20 units per acre, ensuring densities consistent with multi-family housing types, including condominium development. The zoning would not preclude a mix of housing types that met the minimum density. For example, this could be similar to the senior housing developments that occurred over the past few years, with some apartments and some duplexes. Single-family housing could also be part of the mix if provided in conjunction with other housing that together achieve the overall minimum density.

- Create a new zone (R3.5 or other) similar to the R-3 zone, to be applied to new properties with an HR plan designation to be brought into the UGB. Properties in the R-3.5 zone would develop at a maximum density of 20 units/acre, and a minimum density of 11.6 units per acre, ensuring densities consistent with multi-family housing types, including condominium development. The zoning would not preclude a mix of housing types that met the minimum density. For example, this could be similar to the senior housing developments that occurred over the past few years, with some apartments and some duplexes. Single-family housing could also be part of the mix if provided in conjunction with other housing that together achieve the overall minimum density.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: A 1-acre parcel in the R-4.5 or similar zone could develop with any of the following:

- a 48-unit development: 3-story apartments or condos with 16 units per floor,
- a 20-unit development: two 2-story apartments with five units per floor,
- a 20-unit development: five 2-story buildings with four townhouses per building,
- a 20-unit development: four single-family detached dwellings and two 8-plexes.

5b. Office Use within HRR Plan Designation. Ensure new HRR properties brought into the UGB which are intended for higher density residential uses near services are available for that use and not consumed exclusively by office uses.

Applicability: New properties within HRR plan designation.

Assumptions: New properties with the HRR plan designation will permit office use when in conjunction with residential use at permitted densities, or with a density deduction when part of a mixed-use development, but will not include office use as a permitted stand-alone use when not part of a mixed-use development.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: A new area is brought into the UGB and includes an area planned for commercial use and an area with an HRR plan designation for the highest density residential uses near the commercial and services. The location may be desirable for both office use and higher-density residential use. The current zones are R-3 and R-4. R-3 doesn't allow the desired density, which R-4 does, but if it is zoned R-4, it will likely develop for office use rather than residential use. A new zone meets both needs: it provides the higher maximum density, and ensures the property won't develop

exclusively for office use. However, rather than preclude office uses entirely in the new zone, the zone provides the option of office use when part of a mixed-use development that also provides residential use.

5c. Residential Use within Commercial Plan Designations. Ensure new commercial properties brought into the UGB are not consumed by exclusively residential uses. Current zoning allows residential use as an outright permitted use in most commercial plan designations. This isn't conducive to ensuring sites and especially smaller commercial nodes are available for those uses in the midst of residential areas.

Applicability: New properties within commercial plan designations.

Assumptions: New properties with commercial plan designations will permit residential use when in conjunction with other permitted uses, but will not include residential use as a permitted stand-alone use when not part of a mixed-use development.

Analysis: No specific acreage efficiency estimate is identified for this measure.

Example: A new area is brought into the UGB and includes an area planned for commercial use. The location may be desirable for both commercial and residential uses, but is one of few locations in the area suited for commercial uses. Properties needed for future commercial uses may not develop for those uses until sufficient residential development has occurred in the area to support the commercial uses. Without standards to ensure the property is used for commercial uses in the commercial zone, an owner may choose to develop the property with residential use, which doesn't preserve the location for future commercial uses needed in the area. Zoning would ensure the commercially-zoned property can develop with commercial or mixed-use development, but not exclusively as residential development.

Strategy VI: Encourage efficiency measures that not only achieve land use efficiencies, but also provide greater opportunity for homeownership.

6a. Allow "zero-lot line" duplex development at the same density permitted for a duplex on a single lot in zones that permit duplexes.

Applicability: This partially overlaps with Measure 1.c. However, this measure doesn't apply only to properties in the MR plan designation. This would also apply to properties in the HR and HRR plan designations.

Assumptions: This measure would allow smaller minimum lot sizes for attached housing, without requiring a PUD process, to enable ownership opportunities for housing at densities consistent with the zoned density that would otherwise only be achieved through multi-family housing types. Attached housing provides flexibility for ownership or rental housing.

Analysis: The measure provides greater opportunity for ownership opportunities for higher density attached-housing types without the current requirement of a PUD process, but doesn't provide an increase in allowable density.

Example: Currently, the minimum lot size for the R-3 zone is 5,000 square feet, but multiple units on a property can develop at 2,500 square feet per unit. Therefore, without a PUD, 10,000 square feet is required for two attached units, while a duplex on one lot can be built on a 5,000 square foot lot. Twice the land is required to develop an ownership housing type. This measure would allow two attached units at the same density as a duplex without a PUD process.

6b. Allow other attached housing at the same density permitted for a multi-dwellings in zones where multi-dwellings are permitted.

Applicability: This partially overlaps with Measure 1.c. However, this measure doesn't apply only to properties in the MR plan designation. This would also apply to properties in the HR and HRR plan designations.

Assumptions: This measure would allow smaller minimum lot sizes for attached housing, without requiring a PUD process, to enable ownership opportunities for housing at densities consistent with the zoned density that would otherwise only be achieved through multi-family housing types. Attached housing provides flexibility for ownership or rental housing.

Analysis: The measure provides greater opportunity for ownership opportunities for higher density attached-housing types without the current requirement of a PUD process, but doesn't provide an increase in allowable density.

Example: Currently, the minimum lot size for the R-4 zone is 5,000 square feet, but multiple units on a property can develop at 1,250 square feet per unit. Therefore, without a PUD, 10,000 square feet is required for two attached units, and there is no "alternate setback" provision that would allow for more than two attached units without a PUD. A fourplex on one lot can be built on a 5,000 square foot lot. Four times the land is required to develop an ownership housing type. This measure would allow smaller lot sizes and more attached units in the R-4 zone without a PUD process.

A.20. SUMMARY OF EFFICIENCY AND COMPARISON TO DENSITY FOR NEEDED HOUSING AND EMPLOYMENT

The measures achieve the efficiencies shown in Table 14.A.1.

**TABLE 14.A.1
SUMMARY OF LAND SAVINGS FROM PROPOSED
LAND USE EFFICIENCY MEASURES**

Measure	Residential Efficiency	Industrial Efficiency	Other Employment Efficiency
1a	30		
1b	43		
1c	13		
1d	11		
1e			20
1f	78		
1g	83		
1h	na		
2a		50	50
2b/c	28		
2d		25	100
2e	15		
2f	8		
2g		25	75
3a	12		
3b	20		
3c	na		
3d	na		
3e	10		
Total	351	100	245

Section 14.60 and Table 14.60.1 documented the difference in capacity between needed and historic density. In order for measures to sufficiently accommodate needed density within the UGB, which is higher than historic density, it is necessary to achieve approximately 391 acres of efficiency within the UGB. Table 14.A.1 shows an estimate of the efficiency resulting from the measures described in this appendix. Some efficiency measures are not reflected in these acreages as identified in the narrative in this Appendix. For example, the allocation of plan designations (Measure 1h) will result in higher overall average density, but these aren't reflected in the calculations in Table 14.A.1. Further, some measures are likely to provide incentives that could further increase efficiency.

The estimate of 351 acres in efficiencies is slightly below the 391 acres of needed efficiency for residential use. The balance will be addressed through application of Measure 1h. In addition, the assumptions for infill, redevelopment, and mixed use were conservative estimates, and even a modest increase would be likely to achieve the needed densities.

The measures also result in 345 acres of efficiencies for employment lands. All of these efficiencies apply to commercial lands. The analysis assumes 100 acres of efficiencies on industrial lands because of the more stringent siting requirements for industrial uses. The remaining 245 acres apply to commercial lands. The combination of measures amounts to a policy of restricting the supply of commercial lands which is intended to encourage more efficient use of these lands through infill and redevelopment.

**Grants Pass and Urbanizing Area Comprehensive Plan
Addendum 1 to Urbanization Element (Element 14)**

PURPOSE:

This addendum updates the acreage needs and plan designation allocations for public lands in the Urbanization Element.

SUMMARY OF EXSITING PROVISIONS:

1. Table 14.60.5 of the Urbanization Element identifies the buildable lands need for the UGB after applying efficiency measures. The identified need is 1,388 buildable acres.
2. The Urbanization Element identifies public land needs, including 62 acres for County land needs and 200 acres for City park needs. These needs were developed based on the methodology in Section 14.33.
3. The county land needs were based on a ratio of existing county owned acreage to existing population, and that ratio was applied to the additional population forecast for the planning period. All county land needs were allocated to the HRR plan designation.
4. The city park need was based on the adopted parks level of service (LOS) of 10 acres/1,000 population, and that ratio was applied to the additional population forecast for the planning period. All city park land needs were allocated to the MR plan designation.
5. Other city land needs were all allocated to the HRR plan designation.

SUMMARY OF AMENDMENTS:

1. Additional analysis relating to public lands was completed through other work after the Urbanization Element was adopted.
2. With amendments for public land needs, the identified buildable land need for the UGB after applying efficiency measures is 1,203 acres, a reduction of approximately 185 buildable land acres.
3. The County conducted analysis on land and facilities needs in a facilities plan. The analysis provides more specific guidance on estimated county land needs than the ratio method used in the original Urbanization document. The county land need identified in the facilities report applicable to the Grants Pass UGB area is estimated at approximately 5 acres. The plan designation allocation is provided in **Table 1**.
4. The City adopted a Comprehensive Park and Recreation Master Plan. The adopted parks level of service (LOS) of 10 acres/1,000 population is the same LOS used in the original Urbanization document. However, the Master Plan included an inventory of existing park reserves and additional land needs to meet the identified level of service. This provided information necessary to determine the additional amount of land needed to meet the identified LOS for both existing and future population based on existing park reserves and additional land needs. The 10 acres/1,000 population is an aggregate average based on LOS for different park types. A

portion of the 10 acres/1,000 population LOS is based on a share of 250 acres total for a regional park. At this time, it is assumed that the need for a regional park will be met on land outside the UGB. If at a later time, it is determined that the identified need for a regional park should be met inside the UGB, then it will be necessary to increase the size of the UGB by 250 acres. Reflecting these findings, the additional park lands need within the current and expanded UGB is approximately 56 acres after accounting for existing park reserves. The plan designation allocation is provided in **Table 1**.

- Some public land needs were re-allocated to different plan designations based on the types of anticipated uses and where they are likely to occur. The plan designation allocation is provided in **Table 1**.

CALCULATIONS:

Plan Designation	Original Allocations and Total from Table 14.60.5		Revised Allocations and Total	
	Original Acres	Original Use Acres	Revised Acres	Revised Use Acres
LR	169	169 - Residential	220	169-Residential 15-Park Offsets (NW and NE) 11-City 10-Church +15 reallocation from current UGB areas
MR	418	218 – Residential 200 – City Parks	248	218-Residential 5-City 10-Church +15 reallocation from current UGB areas
HR	141	99 – Residential 42 - Church	114	99-Residential 10-Church 5-City
HRR	227	72 – Residential 58 – Retirement/Nursing Homes 36 – City 62 - County	117	72-Residential 58-Retirement/Nursing Homes 5-City 12-Church -30-Reallocation to current UGB areas
Commercial	112	21 – Fraternal 91 - Commercial	122	21-Fraternal 91-Commercial 5-City 5-County
Employment	321	321 - Employment	326	321-Employment 5-City
Plan Designations for Parks/Open Space to be Assigned Based on Location				
Open Space/ Additional Nearby Designations	Included Above		32.5	West GP Neighborhood Park: ~7.5ac Nebraska Canal Neighborhood Park: ~5ac Allen Creek Community Park: ~15 ac. West GP Open Space: ~5ac
Other	Included Above		23	Trail/Open Space Offset: ~23ac
Other	0		0	Separate acreage for any additional trails for UGB expansion areas is not specifically identified in the Comprehensive Park and Recreation Master Plan.
Total	1,388	1,388	1,203	1,203

Note 1: The identified acreage is for buildable land needs. Total acreage will be larger to account for areas within public right-of-way, natural constraints, and existing development.

Note 2: The identified need is the additional land needs, whether the total is met within UGB expansion areas or through a combination of allocations and re-designations between current UGB areas and UGB expansion areas.

This table generally assumes plan designations are for UGB expansion areas, except where re-allocations are noted. These or other reallocations may occur through the land-use designations process without affecting the total land need in the Urbanization Element. This table identifies some re-allocations of plan designations of non-public lands. This doesn't change the total need for these lands; rather, it identifies the intent to reallocate some plan designations between lands already in the UGB and areas to be added to the UGB.

Note 3: This table includes some reallocations of residential lands to UGB expansion areas from current UGB areas identified for park land needs that would be unavailable for residential development when park sites are acquired for those areas.

**Grants Pass and Urbanizing Area Community Comprehensive Plan
Element 14. Urbanization Element**

Addendum 2: 2014 Update

- Section 1. Background
- Section 2. Buildable Lands Inventory Update and Adjustments for Upzoning
- Section 3. Updated Land Needs and Allocation
- Section 4. Summary of Study Areas, Suitability Analysis, and Alternatives Analysis
- Section 5. UGB Expansion Boundaries and Plan & Urban Reserve Boundaries and Plan

This addendum updates the Urbanization Element of the Comprehensive Plan to reflect revised land needs, summarize the alternatives analysis, and provide the resulting UGB expansion and Urban Reserve areas and plans.

Section 1. Background

On March 19, 2008, Josephine County adopted Ordinance 2008-001, which included a coordinated population forecast for Josephine County, including urban area forecasts for the cities of Grants Pass and Cave Junction. The ordinance included a 20-year forecast for 2007-2027 and a longer forecast through 2057. The cities of Grants Pass and Cave Junction adopted urban area forecasts consistent with the coordinated forecast. The City of Grants Pass adopted a population forecast by Ordinance 5432 in February 2008. The City of Cave Junction adopted a population forecast by Resolution 694 in February 2007.

The Oregon Office of Economic Analysis (OEA) issued new draft statewide and county forecasts in January 2013 and final statewide and county forecasts in March 2013. The OEA forecast starts with 2010 using Census data and forecasts future years through 2050.

In 2013 and 2014, Josephine County, the City of Grants Pass, and the City of Cave Junction discussed revisions to the forecasts adopted in 2008 and consulted with the Oregon Department of Land Conservation and Development (DLCD). Resolutions were adopted by the respective jurisdictions in support of a new coordinated forecast and the associated forecast methodology. (Josephine County Resolution 2013-032 in May 2013, Grants Pass Resolution 13-6075 in May 2013, Cave Junction Resolution 776 in August 2013).

In 2013 and 2014, the City Council and Board of County Commissioners also provided updated direction on a number of tasks for the Grants Pass urban area planning work. The scope of work was modified to include planning for the 20-year UGB and also a 10-year Urban Reserve; the planning periods were updated to 2013-2033 for the UGB and 2033-2043 for the Urban Reserve; the scope of work for the Urban Reserve includes infrastructure planning for the Urban Reserve areas, and the conceptual land use planning necessary for the infrastructure planning, both of which are optional under applicable statutes and administrative rules; and additional comprehensive plan map and zoning map amendments for lands within the current UGB were identified to better balance and allocate land use needs throughout the UGB as a whole. The approach and methodology was reviewed with DLCD staff throughout the update process.

This addendum to the Urbanization Element includes the following:

- A Buildable Lands Inventory (BLI) updated to the beginning of the new planning period, which reflects additional development that occurred since the original inventory.
- Identification of comprehensive plan map and zoning map amendments for lands in the current UGB, and a modified Buildable Lands Inventory (BLI) that reflects the updated inventory of buildable lands resulting after plan amendments have been applied.
- Updated land needs based on the updates to the Population, Housing, and Economic Elements of the Comprehensive Plan reflected in the addenda to the respective elements.
- A summary of study areas, land suitability analysis, and alternatives analysis that led to the UGB and Urban Reserve boundaries and plans.
- The resulting UGB expansion and Urban Reserve areas and plans.

The following management agreements were also developed, but are not part of this Urbanization Element. These govern City and County coordination and responsibilities for management of the respective areas as noted below:

- **Interim Management Agreement for UGB Expansion Areas.** This agreement will govern management of lands in the UGB expansion areas for an interim period after Urban Comprehensive Plan Map designations have been applied, before urban zoning has been applied. At the earliest, infrastructure plans will need to be updated before urban zoning can be applied to most or all UGB expansion areas. During this interim period, lands within the UGB expansion areas will retain their rural zoning and be managed by Josephine County, subject to the Rural Land Development Ordinance.
- **Management Agreement for Urban Reserve Areas.** This agreement will govern management of lands in the Urban Reserve areas until lands are included in the UGB and become subject to the applicable management agreement for lands in the UGB. Lands within the Urban Reserve areas will retain their rural zoning and be managed by Josephine County, subject to the Rural Land Development Ordinance, with some additional provisions and coordination with the City as outlined in the management agreement.

Section 2. Buildable Lands Inventory Update and Adjustments for Upzoning.

The original Buildable Lands Inventory (BLI) adopted as part of the Urbanization Element in 2009 is shown as Figure 2-1. The map shows vacant and partially vacant tax lots by plan designation.

Buildable Lands Inventory Update

The Buildable Lands Inventory (BLI) was updated to reflect the 2013 base year conditions corresponding with the new 2013-2033 UGB planning period. The updated BLI is shown in Figure 2-2. It shows the original buildable lands inventory with vacant and partially vacant lands shaded by plan designation, and the additional properties that developed between 2009 and 2013 are shaded in black and removed from the BLI. Acreage adjustments were made to those parcels if the development was only for a portion of a larger parcel, reflecting any remaining 'partially vacant' acreage in the inventory. The updated map has also been annotated to illustrate the amount of infill and redevelopment that would occur on other lands within the current UGB that aren't classified as vacant or partially vacant.

As a result of development between 2009 and 2013, there are approximately 92 fewer vacant acres in the Buildable Lands Inventory. Development occurred on residential, commercial, and industrial lands during that period. Table 2-1 provides the updated BLI by plan designation.

Figure 2-1. Original Buildable Lands Inventory (BLI) in 2009 Urbanization Element

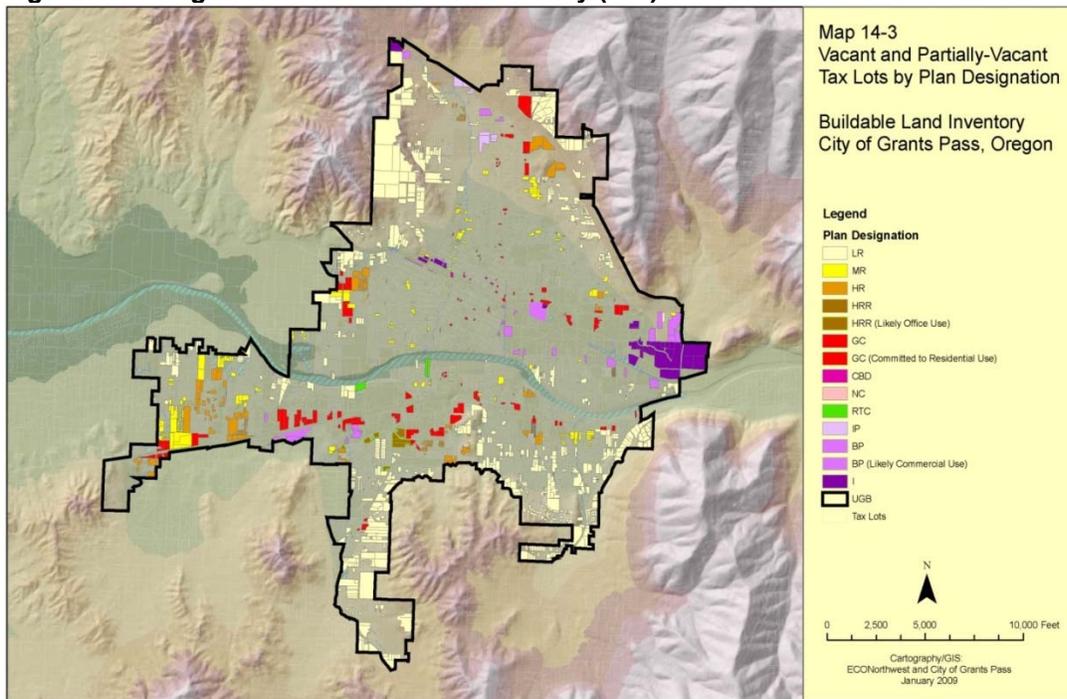
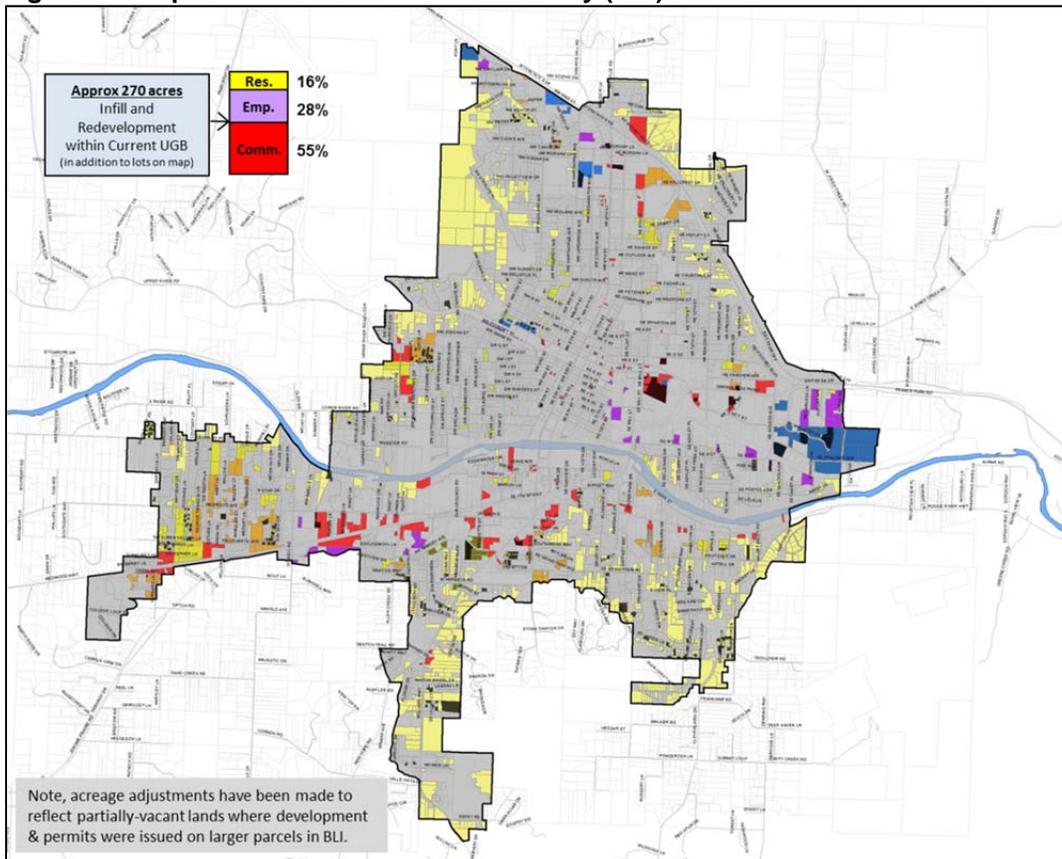


Figure 2-2. Updated Buildable Lands Inventory (BLI)



Parcels shaded in black were identified as vacant or partially vacant in the original Buildable Lands Inventory. These parcels have subsequently developed, and built acreage has been removed from the Buildable Lands Inventory.

Adjustments for Upzoning

Planning for the UGB and Urban Reserve requires decisions about the overall community land use patterns and which comprehensive plan map and zoning map designations are applied to properties. The land use pattern is considered for the community as a whole, not just limited to UGB expansion areas.

The Buildable Lands Inventory shows how many buildable acres are available in each plan designation within the current UGB. That determines how many additional acres needed for each plan designation must be assigned to expansion areas. If some of the current buildable land inventory is redesignated and rezoned, that affects the allocations to expansion areas.

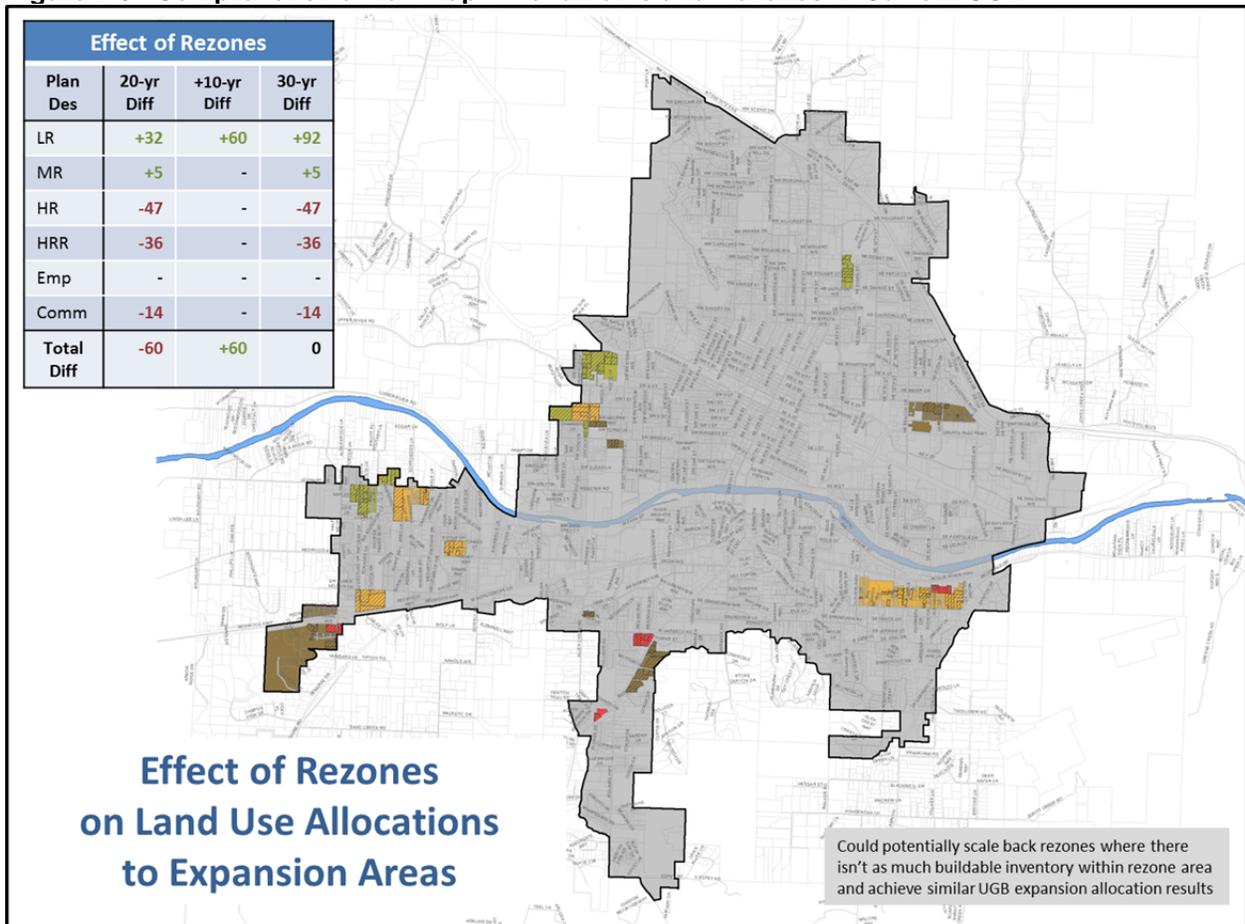
Upzoning some buildable lands in the current UGB can accommodate more of the needed higher density designations within the current UGB, 'freeing up' additional acres of lower density designations that can be applied to expansion areas. There is the potential to upzone some properties within the current UGB to apply designations to buildable lands that relate well to their locations. For example, there are opportunities to upzone lands near major transportation corridors close to commercial and service areas and nodes. In addition, the boundaries between adjoining zoning districts in the current UGB can also be adjusted to provide more of the buildable acres in the higher plan designation. This also means additional share of lower density designations can be applied as part of the land use mix to expansion areas closer to the edges of the expanded UGB, providing a more balanced land use pattern for the community as a whole.

In addition, over the 20-year UGB planning period, without re-designation/rezoning of lands in the current UGB, there is a surplus of lower density lands in the current UGB through 2033. However, the surplus would be consumed during the Urban Reserve planning period through 2043, creating additional need during that period. Without re-designation and rezoning of lands in the current UGB, the result would be a surplus of low-density land in the current UGB, and the same need for 1,060 acres for the 2013-2043 30-year period, but a different land use pattern with more density at the outskirts. Without the redesignation and rezoning of these lands, the 1,060 acres would be allocated as approximately 530 acres in the UGB expansion areas and 530 acres in the Urban Reserve. With the resignation and rezoning, the result would be no surplus of lower-density land in the current UGB, and 1,060 acres for the 2013-2043 30-year period, with less density at the outskirts. It would be allocated as 460 acres in the UGB expansion areas and 600 acres in the Urban Reserve.

The Comprehensive Plan Map and Zoning Map amendments shown in Figure 2-3 are part of the bundle of amendments that are part of the UGB amendment. The table included within Figure 2-3 shows the net effect on the land inventory by plan designation for the different planning periods. The amendments have the effect of modifying the acreage in each plan designation of the updated buildable lands inventory. Table 2-1 shows the result of the amendments on the updated buildable lands inventory.

Section 4 provides the total land needs and additional lands needed in the UGB expansion areas and Urban Reserve areas after applying the map amendments. Without the amendments, it would be necessary to allocate a greater share of the commercial lands and higher density lands to the edges of the community in the UGB expansion areas and Urban Reserve areas.

Figure 2-3. Comprehensive Plan Map Amendments and Rezones in Current UGB



Note: The final map amendments differ slightly from this map, but do not significantly affect the acreages in Table 2-1 or other calculations based on Table 2-1.

Table 2-1. Buildable Lands Inventory (BLI) Update, Before and After Rezones

Plan Designation	Acres (Current UGB Before Expansion)				
	Original 2009 BLI without RZs (Figure 2-1)	Add'l Ac. Dev'd. 2009 BLI through End of 2012	Updated 2013 BLI before RZs (Figure 2-2)	Net Change to 2013 BLI w/RZs in Figure 2-3	Updated 2013 BLI w/RZs in Figure 2-3
LR	712	29	683	(90)	593
MR	117	6	112	(5)	107
HR	118	15	103	46	149
HRR	1	-	1	36	37
HRR (Office Use)	19	4	15	-	15
Employment	171	17	154	-	154
Commercial	161	23	138	14	152
Commercial (Residential Use)	4	-	4	-	4
Parks - Plan Des TBA	-	-	-	-	-
Open Space - Plan Des TBA	-	-	-	-	-
Total	1,303	92	1,211	0	1,211

NOTES:

- 'HRR (Office Use)' is committed to or likely to develop with office use
- 'Commercial (Residential Use)' is committed to or likely to develop with residential use
- 'Plan Des TBA' means acres for parks and open space are assigned to other plan designations based on location, and not to separate parks and open space districts
- In the current UGB, buildable acres for parks and open space are accounted for in the analysis in existing plan designations.
- Some differences in totals may occur due to rounding.
- Rezones shown in Figure 2-3 include both buildable and built acreage, differentiated with crosshatch. Acreage in Table 2-1 is buildable acres.

Section 3. Updated Land Needs and Allocation

The Urbanization Element was adopted in 2009 and updated in 2012 with the adoption of Addendum 1. Table 3-1 summarizes the land needs resulting from the updates to the Population, Housing, and Economic Elements, and it also updates the previously adopted Urbanization Element and Addendum 1, including allocations of public and semi-public land needs. The needs are provided for the 2013-2033 20-year UGB planning period, the 2033-2043 10-year Urban Reserve planning period, and the combined 2013-2043 30-year period.

Table 3-2 summarizes how those needs are met (on vacant and partially vacant lands within the current UGB, through infill and redevelopment, in UGB expansion areas, and in Urban Reserve areas). The needs reflect the efficiency measures.

Of the 2,540 original buildable acres needed for the 30-year period from 2013-204, 1,940 acres are needed to meet the 2013-2033 20-year UGB needs, and 602 acres are needed to meet the 2033-2043 10-year needs. For the 1,940 acre 20-year needs, 1,210 will be met inside the UGB on vacant and partially vacant lands, 270 acres through infill and redevelopment, and 459 acres through UGB expansion. These acreage calculations are all based on and dependent on the identified comprehensive plan map and zoning map amendments of identified buildable lands inside the current UGB, implementation of identified efficiency measures, and infill and redevelopment. Without those, the UGB and Urban Reserve would be larger and have different land use patterns and distribution.

Table 3-1. Updated Land Needs (Total Needs Not Expansion Needs)

Plan Designation Category	Use	Total Need for Vacant and Partially Vacant Buildable Lands (gross buildable acres) (after deducting infill & redevelopment and reflecting efficiency measures)		
		2013-2033 20-Year (UGB)	2033-243 10-Year (Urban Reserve)	2013-2043 30-Year (UGB+UR)
In Residential Plan Designations	Residential Use	1,029	374	1,403
	-LR	598	217	815
	-MR	239	87	326
	-HR	144	53	197
	-HRR	48	17	65
	Group Quarters	38	14	52
	-HRR	38	14	52
	Subtotal Res & Group Quarters	1,067	388	1,455
	Other Uses in Residential PDs (Public/Semi-Public)	41	13	54
	-LR	13	4	17
-MR	9	3	12	
-HR	9	3	12	
-HRR	10	3	13	
Subtotal Res, GQ, Pub in Res PDs	1,107 (Target: 1,099)	401 (Target: 398)	1,508 (Target: 1,497)	
Parks & Open Space in Res. PDs	37	13	50	
-Parks	22	6	28	
-Open Space	15	7	22	
Subtotal All Uses in Residential Plan Designations	1,144	414	1,558	
In Commercial Plan Designations	Commercial Use	179	58	236
	Other Uses in Commercial PDs (Public/Semi-Public)	21	9	30
	Subtotal	200	67	266
	Parks & Open Space in Res. PDs	1	1	2
	-Parks	1	1	2
-Open Space	-	-	-	
Subtotal All Uses in Commercial Plan Designations	201 (Target: 203)	68 (Target: 70)	269 (Target: 273)	
In Employment Plan Designations	Employment Use	324	118	442
	Other Uses in Employment PDs (Public/Semi-Public)	2	1	3
	Subtotal All Uses in Employment Plan Designations	326 (Target: 328)	119 (Target: 120)	445 (Target: 448)
In All Plan Designations	Total	1,671	601	2,272

Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 3-2. Updated Land Needs and Allocations (Reflects Efficiency Measures)

Plan Designation	Total Need					Total Supply (Where/How Needs Met)				
	2013-2033 20-Year Need (Current and Expanded UGB)		2033-2043 10-Year Need (Urban Reserve)	2013-2043 30-Year Need (Current and Expanded UGB + Urban Reserve)		Without New Vacant and Partially Vacant Land Supply		New Vacant and Partially Vacant Land Supply		
	Before infill/redev deduct.	After infill/redev deduct.		Before infill/redev deduct.	After infill/redev deduct.	Infill/Redev	Current UGB Vac/PV (afterRZ)	UGB Expan (Vac/PV)	UR	UGB Expan + UR
LR	654		221	875			683	17	221	238
MR	237	-45	85	322	-45	45	112	127	85	211
HR	155		56	211			103	5	56	61
HRR	98		36	134			1	61	36	97
Res SUB	1,144		1,099	398			1,542	1,497	45	899
HRR/Off	-	-	-	-	-	-	15	-	-	-
Comm	353	203	70	423	273	150	138	36	68	105
C/Res	-	-	-	-	-	-	4	-	-	-
Emp	403	328	120	523	448	75	154	176	120	296
Park*	22	22	8	30	30	-	-	22	8	30
Open Space*	15	15	7	22	22	-	-	15	6	21
Total	1,940	1,667	602	2,540	2,271	270	1,210	459	602	1,060

All Lands Meeting Need (Including Infill/Redev)	
20-Yr UGB Infill, Redev and Vac/PV)	10-Yr UR
1,940	602
2,540	

Vacant/PV Lands Meeting Need (Excluding Infill/Redev)	
20-Yr UGB New Vac/PV Only	10-Yr UR
1,669	602
2,271	

*Park and Open Space needs will be allocated to other plan designations in the vicinity where the needs will be met

Figures 3-1, 3-2, and 3-3 illustrate the current land inventory, summarize the land needs and deficits, and identify how the needs will be met. All of the figures identify the needs which already reflect application of efficiency measures.

Figure 3-1. Summary of Land Needs and Allocations, After Redesignation and Rezoning of Buildable Lands in Current UGB

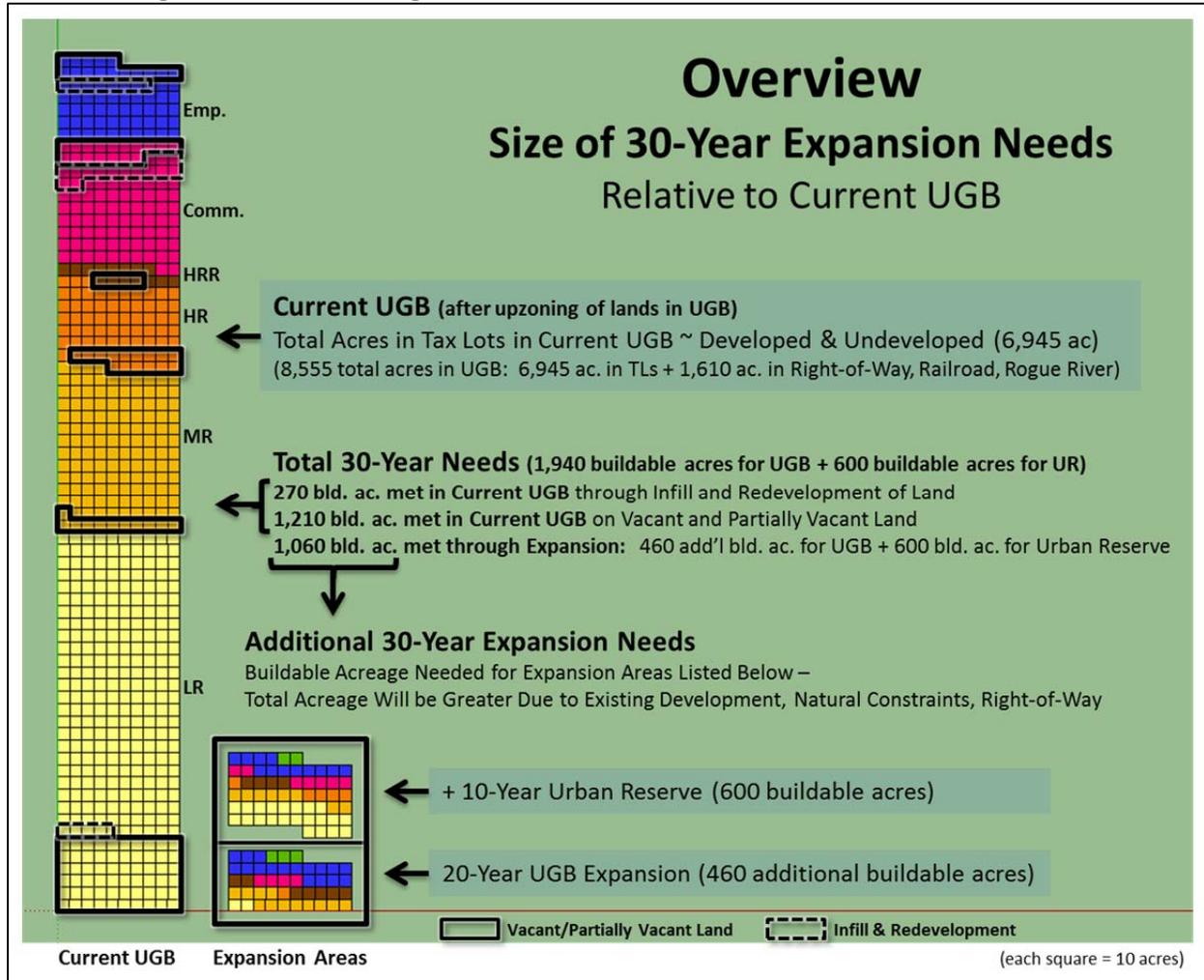


Figure 3-2. Summary of Land Needs and Allocations to Current UGB and Expansion Areas, Before and After Redesignation & Rezoning of Buildable Lands in Current UGB

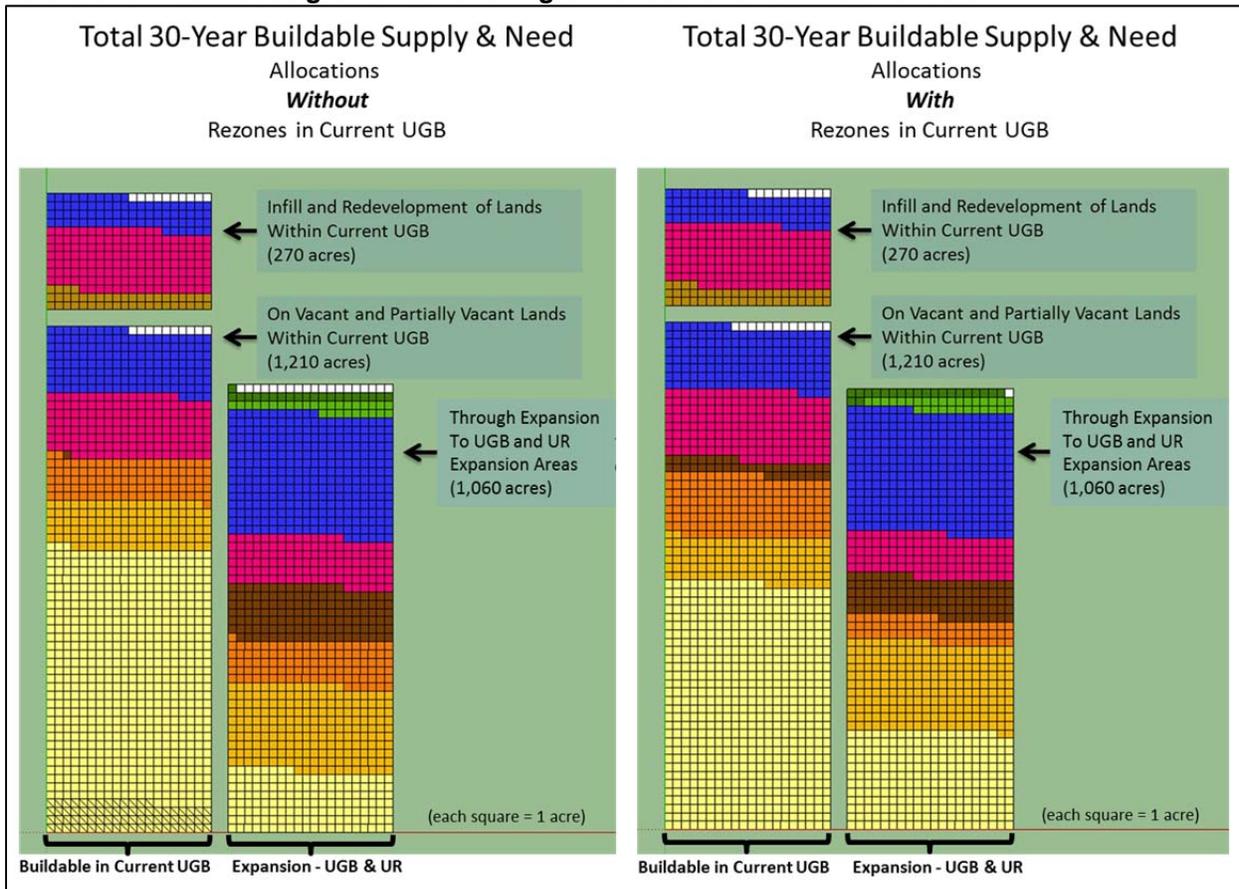
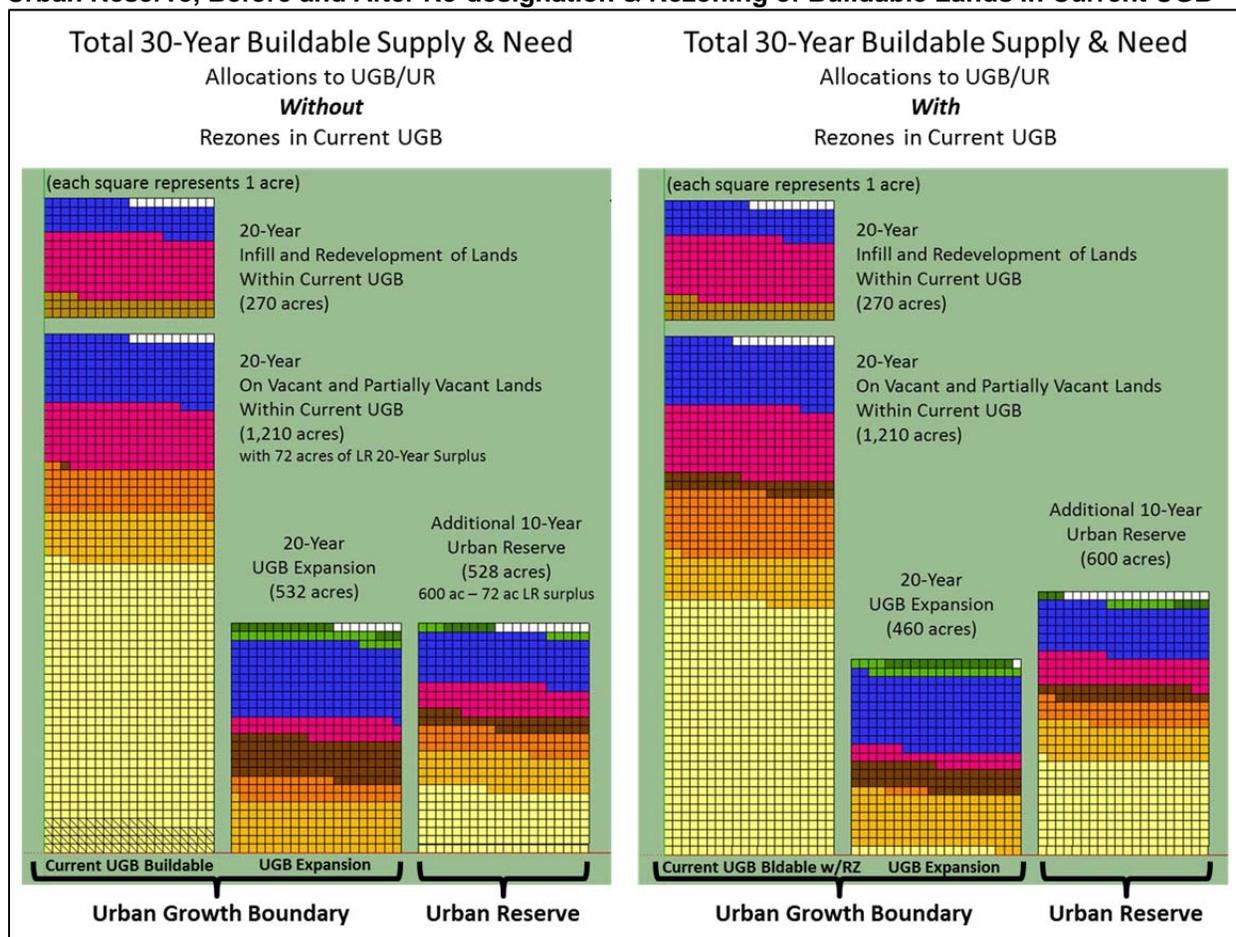


Figure 3-3. Summary of Land Needs and Allocations to Current UGB, UGB Expansion Areas, and Urban Reserve, Before and After Re-designation & Rezoning of Buildable Lands in Current UGB



Section 4. Summary of Study Areas, Suitability Analysis, and Alternatives Analysis

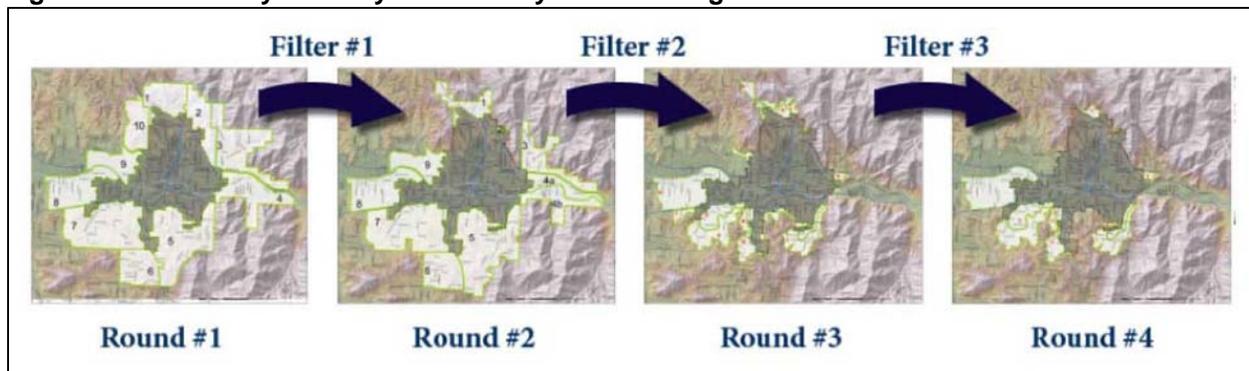
This section includes a brief summary of the analysis performed to evaluate suitability of study areas for potential expansion for needed land uses. A more detailed discussion of the analysis is provided in the applicable adoption findings. The analysis was originally performed prior to the work that began in 2013 with the updates to the population forecast and associated updates to the Population, Housing, Economic, and Urbanization Elements. The suitability analysis remains the same. However, with the revised population forecast and the revised scope of work to include Urban Reserve lands, there were some additional issues. The updated population forecast for the 30-year period is lower (slower) than the original 20-year forecast. Therefore, the area within UGB expansion areas and the Urban Reserve is somewhat smaller than the area within the original UGB expansion proposal which was based on the needs in the 2009 Urbanization Element and Addendum 1 adopted in 2012.

Further, while the combined needs for the 30-year period are somewhat smaller than the original UGB area, the land needs must also be split into the separate 2013-2033 UGB expansion area and the 2033-2043 Urban Reserve area. Since the needs for each period must be met within each of the smaller boundary areas, these separate allocations result in somewhat less flexibility in the

overall land use pattern than could result if planning for an overall 30-year boundary (or larger 20-year boundary). In addition, the criteria and analysis for inclusion of lands within an Urban Reserve are somewhat different than the criteria for inclusion of land in the UGB. Therefore, this necessitated consideration of those separate criteria as part of the analysis, as applicable.

Figure 4-1 shows an overview of the initial study area boundaries prior to 2013 and the ‘filtering’ performed as study areas were narrowed down for further consideration through successive rounds of review that considered a variety of issues. These included regulatory issues, topography, hazards, environmental considerations, cost of service considerations, etc. Materials from that phase of the analysis provide more detail regarding the analysis and issues considered in the narrowing process. Some areas that were initially excluded for further consideration due to cost of service issues were later re-evaluated in successive rounds of review and concept development to consider other priorities, such as the need for scarce sites suitable for employment uses. As a result, some areas were subsequently added back into consideration. The narrowed study areas provided more land suitable for urbanization than was needed for the UGB expansion based on the original 2008 forecast. This meant several different alternative growth concepts could be considered within those areas. Those were developed, evaluated, and refined prior to the 2013 forecast update and revised scope of work. Those original alternatives are not included in this report, but were part of the record for the hearings in 2012 that occurred prior to the new work beginning in 2013. A more limited set of alternatives was evaluated during 2013 and 2014 based on the forecast update and revised scope of work.

Figure 4-1. Summary of Study Areas Analysis Narrowing Process



Study areas and subsequent subareas were numbered and reduced into smaller parts as the analysis was conducted and refined. References to study areas and subareas may differ in tables below, as noted, since some areas were further divided and/or consolidated.

A refined set of study areas was developed in 2013, corresponding to the work associated with the updated population forecast and scope of work for the UGB and Urban Reserve areas. Some study areas were reintroduced, and some additional areas were added for consideration and analysis, including areas for employment use along I-5. These study areas also contained more land than was needed for the UGB expansion areas and Urban Reserve areas based on the new forecast. The refined study areas are shown in Figure 4-2.

Figure 4-2. Refined Study Areas After January 2013

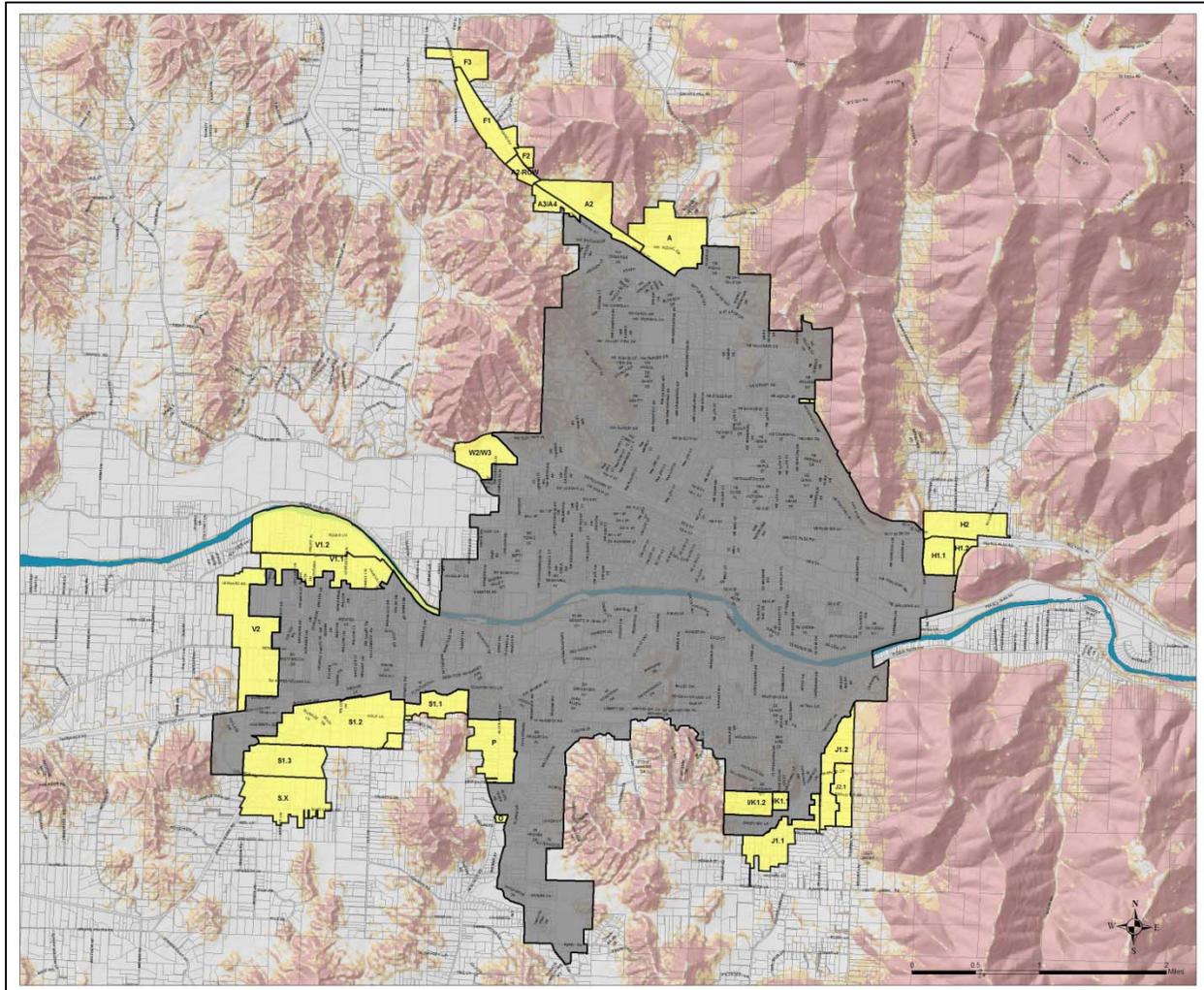
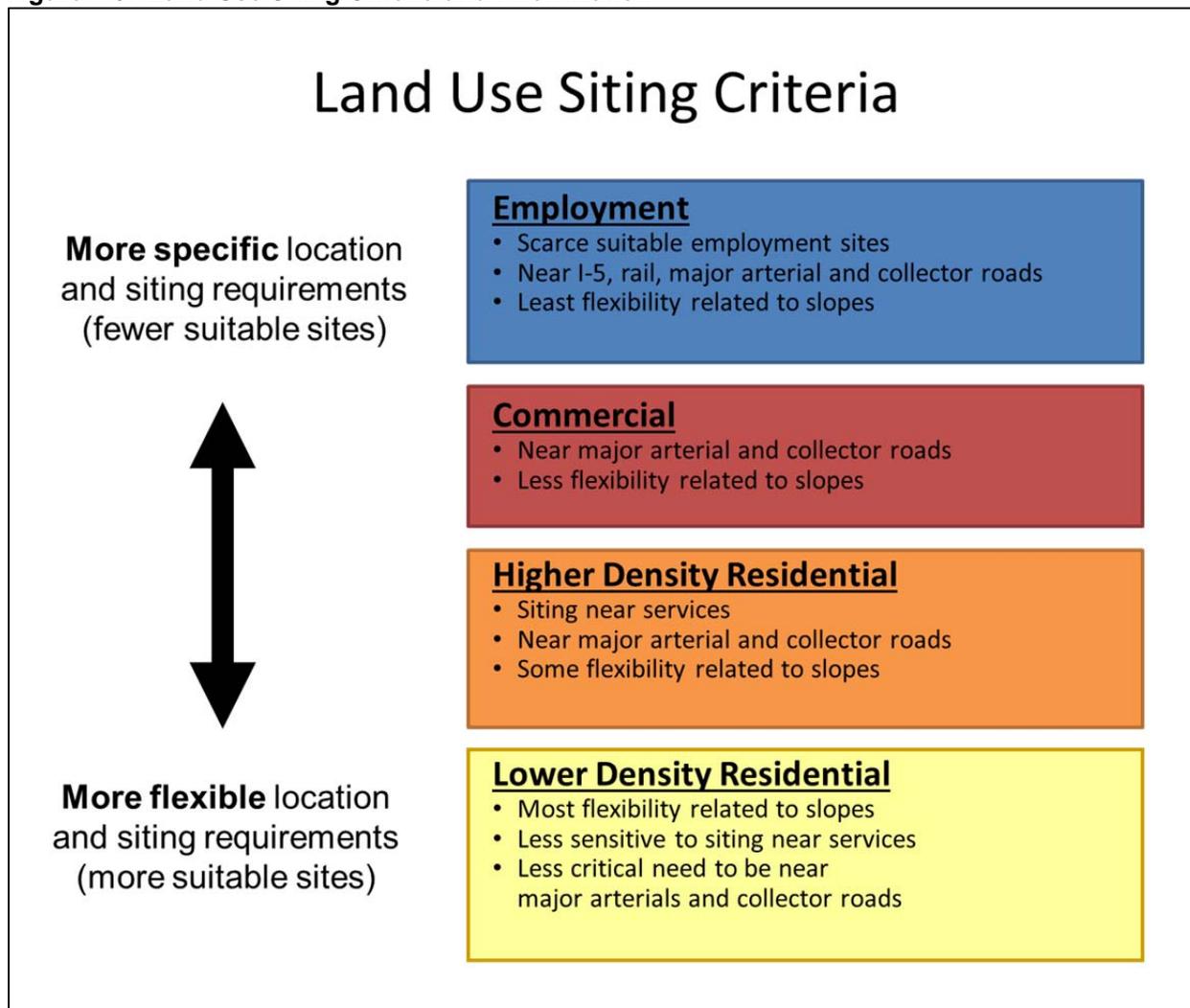


Figure 4-3 summarizes land use siting criteria and priorities that were used to evaluate areas found suitable for urban use and development. Some sites which were found to be suitable for more than one use may have been evaluated only for the prioritized uses which have more specific siting criteria due to the scarcity of such sites.

Figure 4-3. Land Use Siting Criteria and Prioritization



The criteria in Figure 4-3 were applied to the refined study areas in Figure 4-2 to develop a matrix that identified the suitability and priority of lands within the study areas for needed uses and acreages.

Figure 4-4 provides the land use suitability and prioritization matrix for the study areas. Study areas at the top of the matrix were only evaluated for employment uses, study areas in the middle were evaluated for a range of uses, and study areas at the bottom were only evaluated for residential uses. The colored dots correspond to the suitability and priority of the areas for the different uses, where green is most suitable, orange is average suitability, and red means the area has some characteristics which are less suitable for the identified use. Suitability of some areas for certain uses was dependent on whether additional transportation connectivity could occur, which has a bearing on overall land use patterns and allocations.

Figure 4-4 notes the buildable acres within each study area after deducting for constraints and exiting development. For some sites that have existing employment uses, a range of buildable

acreage was noted, depending on assumptions about how much of the remaining vacant land would be available for development

Figure 4-4. Land Use Suitability and Prioritization Matrix for Study Areas

Expansion Area Need and Priority (based on location suitability factors, scarcity of suitable site supply, etc.)
(For some areas, only portions of the entire area may be suitable for some of the identified land uses).

Need	Need (after RZs)	Acres			Non-Residential Uses			Residential Uses				Park & Open Space	
		Poly Acres	TL Acres	Bld Acres	Employment	Commercial	Office Only	Higher Density	High Density	Moderate Density	Low Density	Park	OS
	20-Yr UGB			459	176		36	61	5	127	17	22	15
	+10-yr UR			602	120		68	36	56	85	221	8	6
	30-yr Total			1,060	296		105	97	61	211	238	30	21

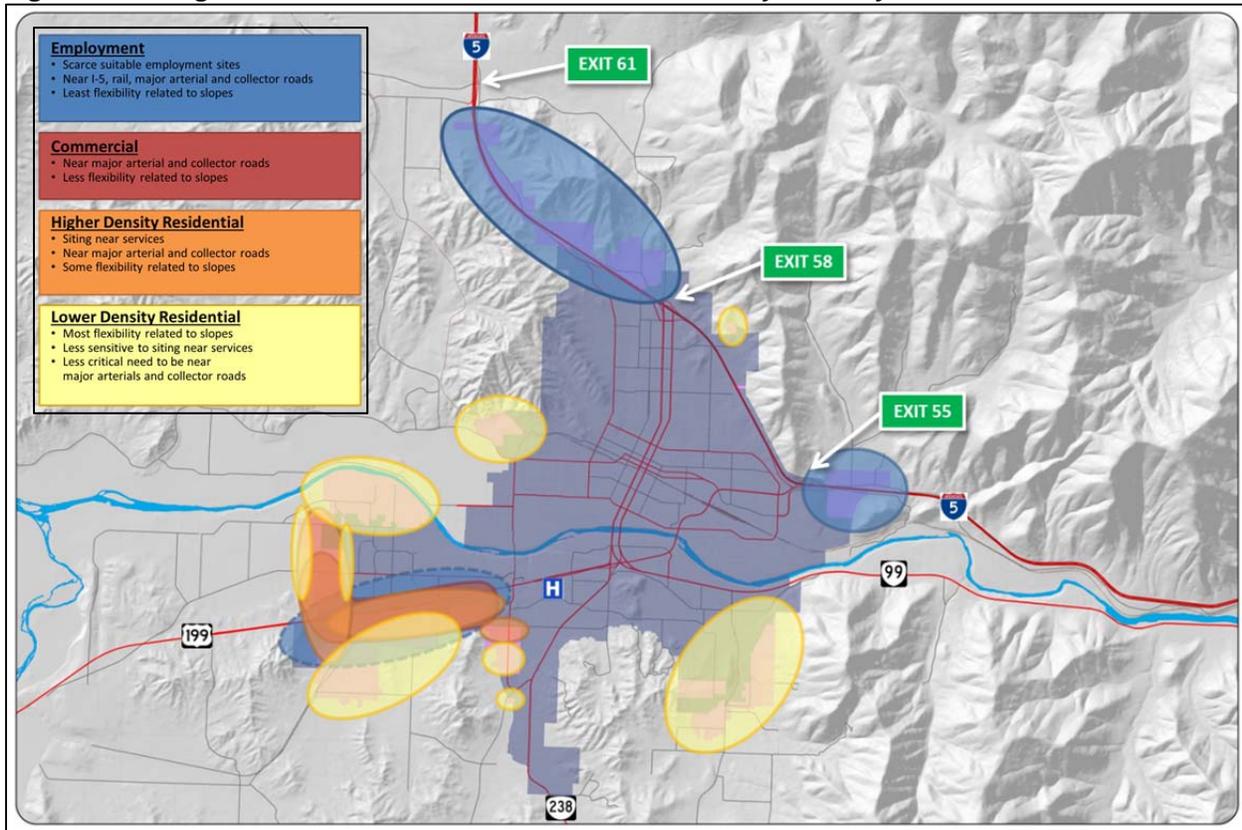
Area	Acres			Non-Residential Uses			Residential Uses				Park & Open Space	
	Poly Acres	TL Acres	Bld Acres	Employment	Commercial	Office Only	Higher Density	High Density	Moderate Density	Low Density	Park	OS
A	147	132	98	●								
H1-rev	46	43	40	●								
H2	84	65	33-40	●								
A2	100	64	51	●								
A3/A4	27	19	16	●								
F1	81	36	16-21	●								
F2	12	12	0	●								
F3	47	42	20	●								
S1.1	51	51	44	●	●	●	●	●	●	●	●	● (Neigh Park)**
S1.2	225	208	163	●	●	●	●	●	●	●	●	● (Neigh Park)**
S1.3	100	92	76	●	●	●	●	●	●	●	●	● (Neigh Park)**
V2	198	189	163	●	● *	● /	●	●	●	●	●	● (Neigh Park)**
P	98	94	68	●	●	●	●	●	●	●	●	● (Comm Park)***
V1.1	128	116	91	●				●	●	●	●	● (Neigh Park)**
V1.2	213	165	88	●					●	●	●	● (Neigh Park)**
W2/W3	68	56	48	●					●	●	●	
J1.2	82	79	64	●					●	●	●	
I/KL1	11	10	9	●					●	●	●	
O	4	3	2	●					●	●	●	
I/KL2	45	43	39	●					●	●	●	
J1.1	88	79	57	●					●	●	●	
K	2	1	1	●					●	●	●	
G1.1	10	10	7	●					●	●	●	
J2/L												●
S.X	140	128	100									

* Only with direct street connectivity to the highway
 ** To be located in or near westerly areas that are included for new residential development
 *** Designated for this area in adopted Parks & Recreation Master Plan

Note: This land use suitability and prioritization matrix is for illustrative purposes. The area designations in this figure correspond to the designations on the study area refinement map in Figure 4-5 below. These study areas were subsequently subdivided into smaller units for analysis purposes to develop revised boundary and land use alternatives, and those smaller areas were subsequently reconsolidated into revised boundaries of contiguous areas. Those consolidated and/or reconfigured study area designations are used in Section 5. They are provided in Figure 5-2 below and correspond to the maps in Section 5 below.

Figure 4-5 provides an illustrative diagram of this information as applied to the study areas, where the colors correspond to the categories in Figure 4-3. Sites along I-5 are prioritized for employment uses that rely on I-5 access for shipping to external markets. Sites located away from major commercial and service corridors, in steeper areas, and in or near flood hazards are identified for lower and moderate density residential use. Flatter sites near major commercial and service corridors and nodes are suitable for a variety of uses; the land use patterns in those areas need to accommodate multiple uses, configured to prioritize the siting needs and land use and transportation relationships of uses with the most sensitive siting requirements.

Figure 4-5. Diagram of Land Use Prioritization and Suitability of Study Areas



Section 5. UGB Expansion Boundaries and Plan, Urban Reserve Boundaries and Plan

Background and Overview

This section provides the maps of the preferred alternative selected for the UGB expansion boundaries and the Urban Reserve boundaries. It also provides land use allocations to the areas.

UGB Expansion Boundaries and Planning Summary

Consistent with the Oregon Administrative Rules (OARs) for Urbanization and Transportation Planning, the Comprehensive Plan Map designations will be applied for the UGB expansion areas concurrent with the boundary designation. Rezoning of the lands will not occur until a later time, and they will be managed by Josephine County under rural zoning and the Rural Land Development Code, subject to coordination specified in the Interim Intergovernmental Agreement (IGA) for the UGB Expansion Areas. Rezoning of most areas will not occur until the Transportation System Plan has been updated to reflect the necessary planning and mitigation associated with the rezoning of the lands. There will also be a policy decision about the timing of rezones for the expansion areas, whether: (1) to apply urban zoning to all expansion area lands all at one time, to be managed like the current UGB, or (2) phase in urban zoning only as additional lands are needed, or (3) something in between.

Urban Reserve Boundaries and Planning Summary

State law allows for planning for urban reserves for a period 10 to 30 years beyond the 20-year UGB planning period. The City has elected to plan for Urban Reserves for a period 10 years beyond the 20-year UGB planning period. Consistent with OARs, lands within the Urban Reserve areas will retain their rural zoning until lands are included within the UGB. Lands within the Urban Reserve will be managed by Josephine County under rural zoning and the Rural Land Development Code, except as modified by, and subject to coordination specified in the Intergovernmental Agreement (IGA) for the Urban Reserve. In accordance with elective authority provided in the OAR, the City has elected to conduct infrastructure planning for the eventual provision of services to the Urban Reserve areas, so infrastructure installed to serve other areas prior to inclusion of Urban Reserve lands will initially be sized appropriately so it can be extended without significant upsizing and replacement costs when it is time to serve the Urban Reserve areas.

As a result, conceptual land use planning for future land use was conducted for the Urban Reserve areas to facilitate necessary modeling for public facilities plans, including transportation, water, sewer, and stormwater. This is based on the identified needs. Some Urban Reserve areas are planned predominantly for a single land use, so there are no different allocations of plan designations within the areas. Other areas must accommodate a range of land uses. (*See Figure 4-5*). In those areas there are different alternatives for land use patterns and transportation connectivity that could meet the identified needs.

Rather than provide a single, definitive plan for the Urban Reserve areas that has the same meaning as the Comprehensive Plan map designations for lands within the UGB, these concepts are intended to be conceptual in nature to provide sufficient information to plan for future infrastructure and evaluate transportation and infrastructure alternatives. They are also intended to provide a comprehensive overview of land use needs to ensure there is sufficient guidance so that incremental expansions of the UGB do not result in consumption of higher priority lands which have more specific siting requirements by uses which have more flexible siting requirements.

Finally, the following background is provided solely to inform how future planning efforts could still potentially delay the timing for expansion into Urban Reserve areas and affect the land use allocations needed in those areas. In 2008, as part of the UGB planning process, the City undertook a planning process for the downtown area, including the area between the historic district and the Rogue River. This was to be the first phase of a multi-phase downtown planning process that would have accommodated more infill and redevelopment, including retail, office, and housing, in the core downtown area. This strategy would have enabled a smaller expansion area and accommodation of more residential density in the core downtown area. As a result, this would also have lessened the extent of new infrastructure extensions needed for expansion areas. A final draft plan went through public hearings. This plan was focused on a smaller geographic area than the initial plan concepts, and it focused on the area north of the river. Further, it removed several elements from earlier concepts for which there wasn't public support.

Issues associated with the plan became contentious, with strong opinions and testimony expressed both for and against adoption. In 2008, the plan, with additional revisions, was adopted by the City Council by a 6-2 vote, vetoed by the Mayor, and the veto overridden by the City Council by a 6-2 vote. A referendum petition was filed and the necessary number of signatures was gathered to place the ordinance before city voters. The City Council approved a motion to reconsider the ordinance before it went into effect, and the ordinance was denied on a revote before it went to a ballot. Much of the concern related to perception of cost and funding strategies for the plan, although plan adoption did not commit any funding; however, the City Council was concerned about the potential perceptions and effect on a public safety levy that would have been on the same ballot.

The reason this background is included is simply to note that if the City subsequently decides to pursue this type of planning again in the future, it could have some beneficial effects: it could delay the need to expand the UGB into the Urban Reserves and extend infrastructure, and it could result in a greater share of the allocation of uses such as retail, office, and higher-density housing into the core downtown area rather than the Urban Reserve areas when such expansion is needed. While past efforts could have previously affected allocations to UGB expansion areas, future efforts would only affect the Urban Reserve areas.

The efficiency measures adopted as part of this work still provide for infill and redevelopment, but to a lesser extent than would result from downtown planning. Well in advance of the need to expand into Urban Reserve areas, the City might wish to reconsider downtown planning efforts of this nature in the future, and re-evaluate the land needs for expansion into the Urban Reserve areas at that time. Further, either as part of future periodic review, or through a separate, independent review, the City may wish to evaluate the effectiveness of its efficiency measures or new efficiency measures to delay the need for expansion into Urban Reserve areas and to further affect the land uses needed in the those expansion areas.

Past planning efforts and efficiency measures have already enabled the current Urban Growth Boundary to accommodate a larger population than it was originally planned to accommodate.

UGB and Urban Reserve Boundaries and Land Use Allocations

The land needs information summarized in Section 3 and the suitability analysis summarized in Section 5 were used together to develop the UGB expansion and Urban Reserve boundary locations and allocate the land use allocations to those areas. To facilitate refinement of the boundaries and allocations, the study areas were divided into smaller units to develop alternatives. This allowed some larger study areas that were previously allocated entirely to the UGB to be split into smaller areas along logical boundaries, with part in the UGB and part in the Urban Reserve, or with part excluded from the boundaries. Once the preferred alternative was developed, the contiguous areas were subsequently recombined. Those area designations are used in the tables and maps in this section.

The map presented as Figure 5-1 shows the UGB expansion area boundaries and the Urban Reserve boundaries. The following are noted:

Employment Lands

- As outlined in the Addendum 1 to the Economic Element, the actual employment site acreage in the UGB and Urban Reserve areas is less than the potential employment site acreage that could be included, based on the City's revised Economic Opportunities Strategy presented in the Economic Element Addendum 1 update.
- Area H1.1 was originally discussed for inclusion in the UGB, and subsequently proposed for inclusion in the Urban Reserve to facilitate infrastructure planning and sizing for the other adjacent employment lands that are already in the UGB to facilitate future extension into this area. Area H1.1 has subsequently been removed from consideration for inclusion in the Urban Reserve due to some of the criteria related to inclusion of land based on the priorities in applicable Oregon Administrative Rules (OAR) and the presence of resource land within the area, as discussed further in the Economic Element Addendum 1. The criteria for inclusion of lands in the UGB and in Urban Reserves differ. With the exclusion, the Economic Opportunities strategy update summarized in the Economic Element Addendum 1 provides for removal of this area from the Urban Reserve and reducing the employment land acreage rather than re-allocating to a different location.
- The table presented below in Figure 5-2 shows the original employment land need at the top of the table, and it shows the reduced sum of buildable acres for employment land in the UGB and Urban Reserve provided in the map presented as Figure 5-1.

Minor Reallocations for Split Properties

- The final map includes minor re-allocations from Urban Reserve to UGB for some small areas where some parcels are split by the current UGB and have the majority of the acreage within the current UGB. Inclusion of the balance of the acreage in the UGB is minor in nature, and prevents some parcels from being split between the UGB and Urban Reserve.

30-Year Totals

- While the combined 30-year needs are allocated in accordance with total 30-year needs, there are some topographic, site suitability, and boundary considerations where some uses are not precisely allocated between the respective 20-year UGB and 10-year Urban Reserve boundaries, as it would be necessary to skip over some areas and include further outlying areas to precisely achieve the allocation between the boundaries. These are generally minor differences in allocations. Part of this results from the surplus of lower-density lands in steeper areas in the current UGB that can't be re-designated to higher density designations.

Reallocation

- Consistent with the Urbanization Element, a portion of the identified need for lower-density designations can instead be met with moderate-density designations on flatter lands to achieve the additional calculated efficiencies needed. The allocations in Figure 5-2 reflect the reallocation. (The table still shows the need as the low-density designation, but the allocations to areas show this is met through the moderate-density designation).

Figure 5-1. UGB Expansion Areas and Urban Reserve Areas

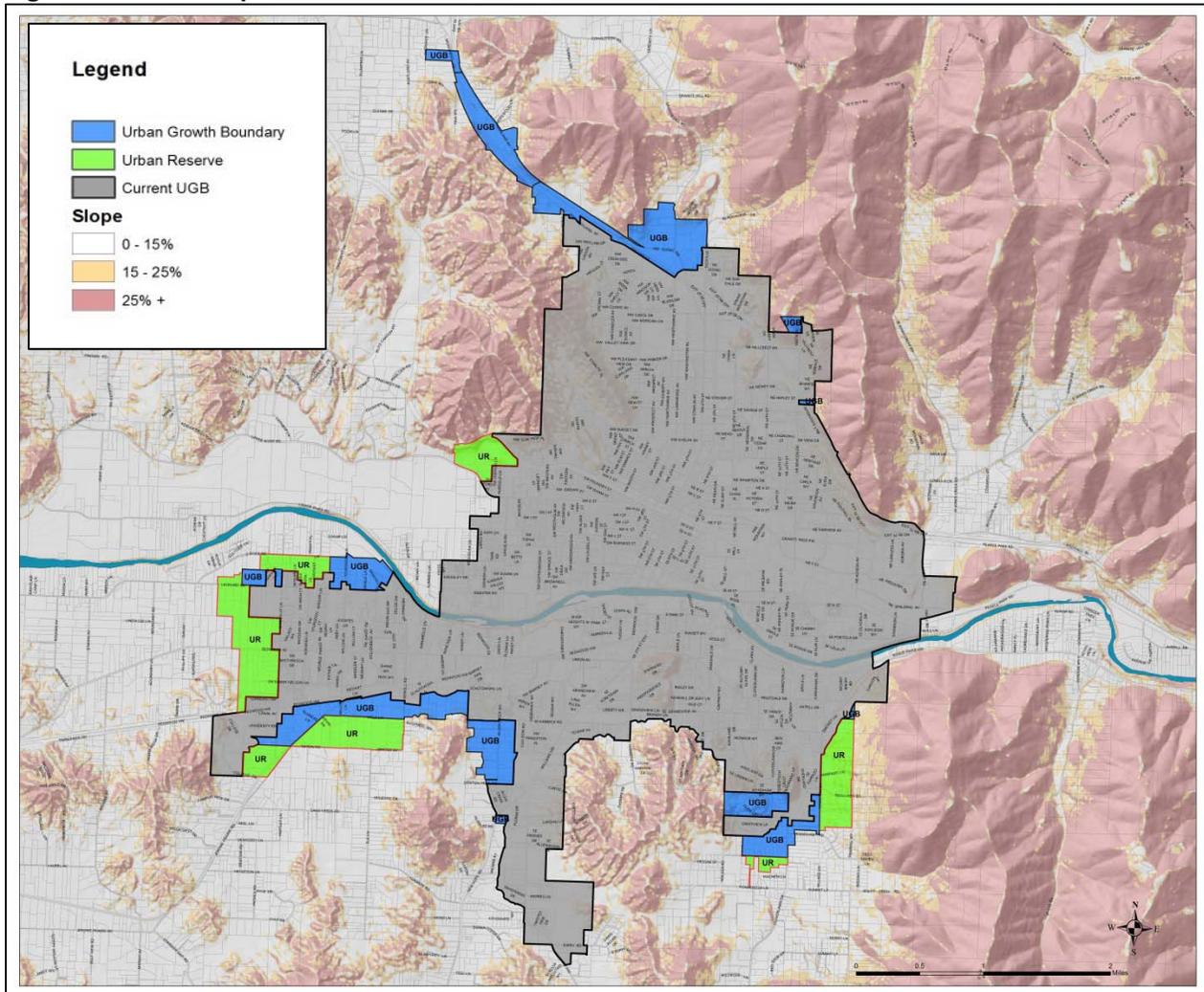


Figure 5-2 is presented in the same format as Figure 4-4; however, it also provides the allocation of buildable acres by plan designation to each UGB expansion area and Urban Reserve area. (Other study areas which are not included have been removed from the table).

Figure 5-2. UGB and Urban Reserve Land Use Needs and Allocations

Land Use Designation Allocations																					
Need (after R2)	Acres			Non-Residential Plan Designations				Residential Plan Designations				Park & Open Space Designations									
	Poly Acres	Tl. Acres	Bld Acres	Employment	Commercial	Office/Res.	Higher Density	High Density	Moderate Density	Low Density	Park	OS	UGB	UR							
20-Yr UGB	1,060	602	459	176	120	36	68	61	36	5	56	127	85	17	221	22	8	15	6		
30-Yr Total	1,060	1,060	1,060	296	105	p/o Comm	p/o Comm	97	61	238	30	21	22	8	15	6	21	21	21		
Expansion Area Supply	All Uses & Plan Designations			Non-Residential Plan Designations				Residential Plan Designations				Park & Open Space Designations*									
	Area	Poly Acres	Tl. Acres	Bld Acres	UGB	UR	Total	Employment	Commercial	Office/Res.	Higher Density	High Density	Moderate Density	Low Density	Park	OS	UGB	UR	UGB	UR	
	A/A3/A4	174	151	114	114		114	112													
	H1.1	46	43	40	21		21	21													
	F1	81	36	21	9		9	9													
	F3W+ROW	16	10	9			9														
	S1.1	165	155	130	130		130	21	46		39	3	14						7	4	2
	S1.2	120	114	86	86		86	21													
	S1.3W	43	37	27	27		27	27													
	V2.1	15	15	14	14		14	14													
V2.2	183	177	147	147		147	13	13		9	46	34	17					15	8	7	
P	98	94	68	68		68	68														
V1.1E	69	64	49	49		49	49														
V1.1C	54	49	39	39		39	39														
V1.1SW	5	3	3	3		3	3														
W2/W3	68	56	48	48		48	48														
J1.1	70	64	44	44		44	44														
J1.2	124	120	96	96		96	96														
J1.3	18	15	13	13		13	13														
I/K	56	53	48	48		48	48														
O	4	3	2	2		2	2														
X	2	1	1	1		1	1														
GL.1	10	10	7	7		7	7														
SUM	1,421	1,270	1,006	510	456	966	163	40	46	16	43	48	46	13	48	132	112	22	8	15	6
UGB/UR Surplus/Deficit				(13)	(80)	(93)	(13)	(93)	(13)	(93)	(13)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)
UGB-UR 30-Year Surplus/Deficit																					
Commercial + Office/Res														46	59	105					
SUM														10	(9)	(9)					
UGB/UR Surplus/Deficit																					
UGB-UR 30-Year Surplus/Deficit																					

The Comprehensive Plan doesn't include specific Parks and Open Space plan map designations, since new parks and open space typically occur in other plan designations in the general vicinity where they are needed, without identification of specific sites by plan designation. The excerpt below shown as Figure 5-3 includes notes that identify the plan designations to which Parks and Open Space needs are allocated within the different areas based on locational needs.

Figure 5-3. Park and Open Space Allocations to Plan Designations

Land Use Designation Allocations												
Need	Need (after RZs)	Acres						Park & Open Space Designations				
		Poly Acres		TL Acres		Bld Acres		Park		OS		
						UGB	UR	Total	UGB	UR	UGB	UR
	20-Yr UGB					459	602	1,060	22	8	15	6
	30-yr Total					1,060	1,060		30		21	

Expansion Area Supply	Area	Acres			All Uses & Plan Designations			Park & Open Space Designations*					
		Poly Acres	TL Acres	Bld Acres	Included Bld Acres			Park		OS			
					UGB	UR	Total	UGB	UR	UGB	UR		
		Emp Only	Range of Uses	Residential Use Only									
	A/A3/A4	174	151	114	114		114						
	H1.1	46	43	40									
	F1	81	36	21	21		21						
	F3W+ROW	16	10	9	9		9						
	S1.1	165	155	130	130		130	7		4			
	S1.2	120	114	86			86				2		
	S1.3W	43	37	27			27						
	V2.1	15	15	14	14		14						
	V2.2	183	177	147			147		8		3		
	P	98	94	68	68		68	15		7			
	V1.1E	69	64	49	49		49						
	V1.1C	54	49	39			39						
	V1.1SW	5	3	3	3		3						
	W2/W3	68	56	48			48						
	J1.1	70	64	44	44		44			4			
	J1.2	124	120	96			96						
	J1.3	18	15	13			13				1		
	I/K	56	53	48	48		48						
	O	4	3	2	2		2						
	X	2	1	1	1		1						
	G1.1	10	10	7	7		7						
	SUM	1,421	1,270	1,006	510	456	966	22	8	15	6		

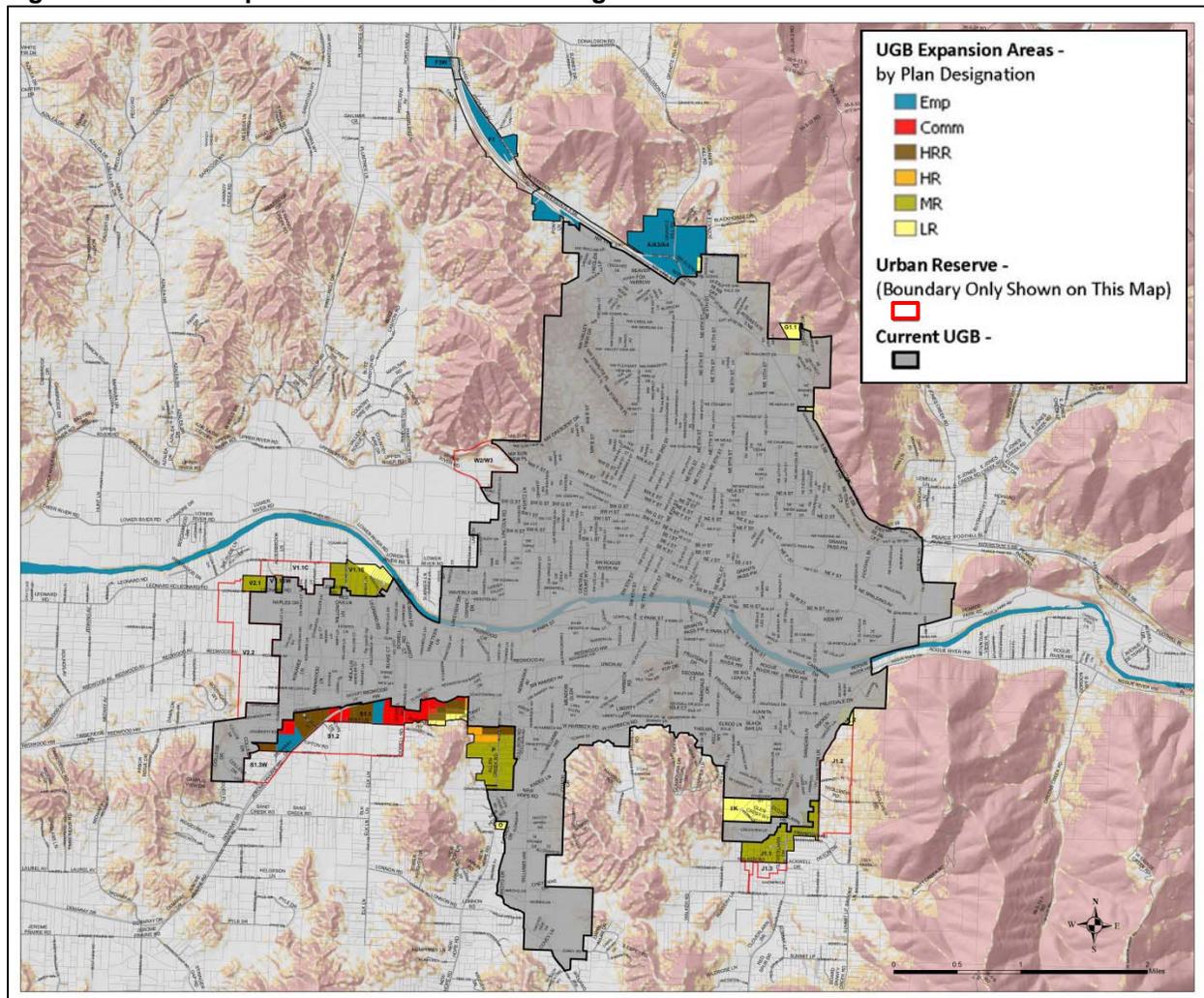
*7 Park acres in UGB: 6 ac. as HRR, 1 ac. as Comm; 4 OS acres in UR as MR
 *2 OS acres in UR as MR
 *8 Park acres in UR: 7 ac. as HRR, 1 ac. as Comm; 4 OS ac. In UR as MR
 *15 Additional Park ac. in UGB as MR per plan; 7 OS ac. in UGB as MR
 *4 OS acres in UGB as MR
 *1 OS acre in UR as MR

The map with the land use designations for the UGB expansion areas is presented in Figure 5-4. This map reflects the calculations for the UGB expansion areas calculated in Figure 5-2.

The maps with the land use concepts for Urban Reserve areas are presented in Figure 5-5 and 5-6. As noted in the *Background and Overview* part of Section 5, the conceptual land use allocations to the Urban Reserve areas are for the purpose of facilitating infrastructure planning by identifying future direction, location, intensity, and type of growth for which infrastructure must be sized. They are not intended as property-specific comprehensive plan land use maps with the same meaning as the designations inside the UGB. The needed buildable acres for the Urban Reserve areas identified in Figure 5-2 could potentially be reallocated within each of the respective areas in different configurations from those shown in the map, and those decisions will need to be made when Urban Reserve lands are included in the UGB.

Figures 5-5 and 5-6 only differ in respect to different land use concepts in the southwest area depending on whether a new Redwood area transportation connection would occur. These concepts provide alternative land use concepts to evaluate transportation alternatives through the transportation planning process.

Figure 5-4. UGB Expansion Area Land Use Designations

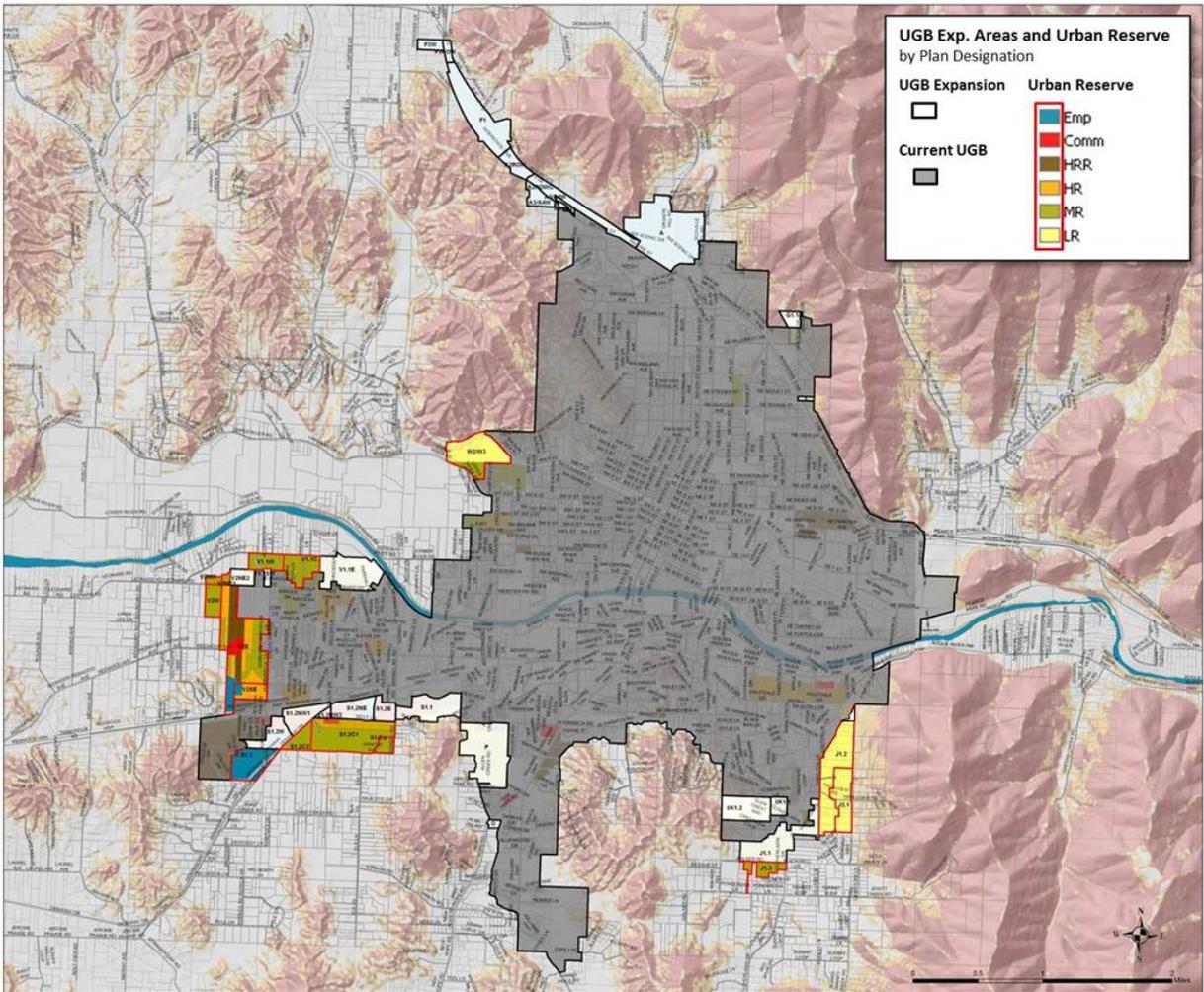


As further noted in the *Background and Overview* part of Section 5, prior to inclusion of Urban Reserve lands in the UGB, the City is advised to conduct a future update of the land needs analysis to evaluate the effectiveness of efficiency measures and any subsequent infill and redevelopment efforts for the core downtown area that may delay the need for expansion into Urban Reserve areas or affect the land use allocations to those areas, especially in those areas with land uses that could be accommodated in the core downtown area.

The maps developed as Figures 5-5 and 5-6 assumed implementation efficiency measures associated with the Neighborhood Center plans were applied to the southwest Urban Reserve areas. These plans allowed the Urban Reserve allocations to include a greater share of lands with moderate density residential designations and a lesser share of higher density residential designations. Without implementation of Neighborhood Center plans in the southwest areas, the maps shown in Figures 5-5 and 5-6 show more moderate density residential and less higher density residential lands than the identified needs in Figure 5-2. Absent those plans, infrastructure planning should account for the acreage allocations listed in Figure 5-2, in the

general land use patterns and configurations provided in Figures 5-5 and 5-6. To the extent possible, modeling should be based on land use allocations for fewer, larger study areas that could provide more flexibility for different alternative configurations of the same land use allocations within the study areas, rather than allocating specific land uses to more, smaller study areas that would indicate more specific, less flexible configurations of the land use allocations covering the same area.

Figure 5-5. Urban Reserve Area Conceptual Land Use Allocations (with new Redwood transportation connection)



**Figure 5-6. Urban Reserve Area Conceptual Land Use Allocations
(without new Redwood transportation connection)**

